

# Lancaster County Nebraska Master Plan Report

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## NEEDS ASSESSMENT AND MASTER PLAN REPORT

LANCASTER COUNTY



*Prepared by:*

***Voorhis/Robertson Justice Services***  
**December 2001**

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### **PROJECT OVERVIEW**

Lancaster County, Nebraska selected Voorhis/Robertson Justice Services, Inc. (VRJS) of Boulder, Colorado for the development of a correction needs assessment and master plan. The purpose of the project is to provide immediate recommendations for the reduction of the inmate population and to serve as a guide for future decisions regarding inmate population management, as well as facility, staffing, and program needs.

The Lancaster County Corrections Department is responsible for providing correctional services and to that end operates two adult correctional institutions. The 237 bed Intake and Detention Facility constructed in 1991 serves as the admissions, processing and administrative offices for the Department. The 136 beds Lancaster Correctional Facility is located in a 1950's renovated building at the Airpark Industrial area. This secondary facility serves as a sentenced inmate, minimum security building with many inmates participating in work release and in-custody work programs.

Each facility is often operating at capacity, which gives policy makers concern over the ability of the Department to continue to achieve compliance with the Nebraska Jail Standards. Further, increased inmate population also places significant demands on the department's facilities, programs, services, and staff. Classification is the backbone for operational safety and efficiency in the correctional setting. Of significant concern is the ability of the Department to continue to classify inmates objectively and not just assign housing by available open bed space.

The County maintains a computerized inmate data management system installed in 1991 that has provided significant information for the project team.

### ***METHODOLOGY***

Voorhis/Robertson Justice Services, Inc. provides this Adult Corrections Needs Assessment and Master Plan to assist in the determination of current and future jail capacity requirements and associated costs. VRJS's approach to corrections projects is to serve as a facilitator and leader during the study. We approached the project by first developing an understanding of the current challenges facing the Department of Corrections and Lancaster County. After development of the issues, we served as a technical resource and facilitator during subsequent planning and analysis activities. Because of the complexity of corrections needs assessments and master planning projects, we took an active role in consensus building at various critical decision points.

To meet the County's desires for a comprehensive needs assessment and master plan, VRJS met with representatives to clarify project goals, timeline, and work plan. The major tasks completed during this study include the following

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## **PROJECT OVERVIEW**

- Made numerous site visits to gather information and conduct facility and program audits, including periodic meetings and presentations to the Needs Assessment Committee and the Board of Commissioners.
- Conducted meetings to determine system obstacles and opportunities for improvement in each agency within the criminal justice system. Gathered data from each agency about current practices and policies that influence the jail's population.
- Provided preliminary recommendations about system issues and invited participation in the final products. Assisted representatives from the community, criminal justice agencies and city and county government in developing an "Outcome Statement" that is intended to guide the County in deliberations in selecting a future course of action.
- Evaluated each recommendation to make sure that it complies with all appropriate standards include Nebraska Jail Standards and those of the American Correctional Association.
- Developed projections for inmate populations based on current trends and project recommendations.
- Presented the results of the study to appropriate agencies and representatives.
- Prioritized the options and recommendations in the needs assessment and master plan with associated costs and establish a 10-year timetable for implementation.
- Conducted a mapping exercise with participants from all of the component agencies to determine the decision points and the impact each point has on the system.
- Assisted agency representatives in the development of the final outcome statement.
- Organized and participated in criminal justice system tours of programs in Arizona and Maryland.

## ***OUTCOME STATEMENT***

The Needs Assessment Committee worked diligently to identify the desired outcomes for offenders in the criminal justice system. Interesting and significant discussions characterized the working meetings. The committee believes that major change is possible with continuing support and participation in the process. The outcome statement acknowledged that options other than incarceration would produce better results for many defendants. The committee developed the following statement to guide future decision-making.

### **Lancaster County Criminal Justice Outcome Statement**

"We will develop a systemic approach to the operations of Criminal Justice activities in Lancaster County. Our Justice System will protect the rights of the defendant, protect the interest of victims

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## **SYSTEM ASSESSMENT AND EVALUATION**

and hold offenders accountable. Information will be shared across Criminal Justice Agencies to enhance public safety in Lancaster County. The approach will be one that is acceptable to the public and invites victims to participate in the approach design as well as the individual case outcome. We recognize that incarceration is necessary for a number of defendants but that jail is not the singular answer for the Justice System.

We believe that other options will produce better results that reduce the chance of re-victimization at less cost to the taxpayers. We will develop options that the courts may utilize to hold defendants accountable for their actions, apply appropriate sanctions for violations and improve public safety. Any actions or options suggested will be based on factual information.”

## **SYSTEM ASSESSMENT AND EVALUATION**

VRJS, Inc. contacted each agency that influences the jail’s population to learn about their policies and practices with regards to: arrest, release, bonding, detention, sentencing, and intermediate sanctions as they affect the jail’s population or the numbers of prisoners held in custody. Each agency contributed information to identify those services that could be improved to help reduce the jail population.

## ***COUNTY ADMINISTRATION***

County administration played an active role in the development of this report’s recommendations and provided encouragement that optional programs to avoid to jail construction would be seriously considered. The County authorized trips to Arizona and to Maryland to observe exemplary programs. Through these trips, participants developed a broader understanding of the opportunities for improvement than they could have achieved through discussion.

The county administration does not have a direct impact on the jail population to the degree that criminal justice system elements do; however, the indirect impact of its role is tremendous. Control over the budget and organization of certain departments play a significant role in criminal justice administration and jail crowding. The county’s administrators influence planning and facility development by supporting program and service delivery. County administration is responsible for funding staff in much of the criminal justice system, provision of space for services and providing operational funds.

## ***STATE JAIL INSPECTIONS***

The Jail Inspectors assigned to the State of Nebraska Crime Commission participated in several meetings to assist the County in development of a Corrections Master Plan. The Jail

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## **SYSTEM ASSESSMENT AND EVALUATION**

Inspectors were concerned with the growing numbers of prisoners at the jail and crowding at or above capacity. They indicated that future crowding would be closely monitored and seek either the County's support in reducing the numbers of prisoners held or an increase in system capacity. The agents are supportive of the current jail management and recognize the high quality service delivery at the Lancaster County Jail.

### ***LAW ENFORCEMENT***

Law enforcement operating practices and the manner in which police exercise discretionary arrest and transport powers have an immediate impact on the criminal justice system and the jail. Their operational practices have an impact on charging, bail, and number of arrests submitted to the jail. Discretionary powers include citation in-lieu of arrest and incarceration, stationhouse release, referral to community agencies, and informal diversion programs.

Lincoln Police and Lancaster Sheriff's Department maintain a policy that, when possible, arresting officers emphasize the release of defendants on citation in lieu of incarceration. An exact number for those decisions was not available but both agencies reported much larger arrests numbers than incarceration placements. The Police Department arrests 22,000 with less than 15% jailed for offenses. Law enforcement reports that 90% of misdemeanors are issued citations. Misdemeanors that require an arrest<sup>1</sup> include:

1. Protection orders require full custody arrest and incarceration
2. Warrants require arrest and incarceration
3. Domestic violence incidents probably require arrest and incarceration
4. Prior failures to appear in court
5. Threat to self or others
6. For investigation purposes
7. Those who do not have community ties

The policy prefers an incarceration if there is probable cause to identify an assault or threats of an assault. Arrest and incarceration occurs when the individual has a failure to appear for previous court appointment, is a threat to another or himself, for investigation, has no ties to the community, or has a previous nonappearance. Police are required to approve all bookings through a supervisor prior to lodging in the jail. The sheriff does not have a similar policy.

Law enforcement officers may place offenders, found to be under the influence of alcohol, at Cornhusker Detox or at the jail. Intoxicated suspects charged with offenses are lodged at the jail except those charged with DUI who may be placed at Cornhusker. Offenders remain at the detox facility until they are sober or a responsible person arrives to take them home. Although many DUI offenders are lodged at the jail, this alternative to incarceration is a

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<sup>1</sup> An arrest can occur without incarceration at the jail but this study refers to arrest as a means to incarcerate the defendant and assumes that arrests leads to incarceration of the defendant.

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## **SYSTEM ASSESSMENT AND EVALUATION**

substantial diversion that helps control the jail's population. The County can increase the detox diversion choices to reduce the jail's population.

All calls for Law Enforcement Service originate from the Lincoln Police Department Communication Center. If the call for service is in the City of Lincoln, the Lincoln Police Department handles the incident. Outside of the City, most calls for service are handled by the Lancaster County Sheriff's Office. Airport police, university police and state patrol handle incidents in their respective jurisdictions. All persons arrested, regardless of the agency are incarcerated in the Lancaster County Intake and Detention facility.

When a law enforcement officer responds to a call for service, the nature of the call as it was related to the Communications Center is provided to the responding officer. After arrival on the scene of the incident, the officer has a variety of options available. The course of action taken by the officer is dependent on a wide range of variables, including the type of offense. This study concentrated on options when a crime has been alleged/occurred.

### **Misdemeanor/Infraction Cases**

There are three levels of charge categories in the city of Lincoln and Lancaster County. They are felony, misdemeanor, and infractions. Infractions are the same as misdemeanors. If the officer observes the offense in his/her presence, or where there is probable cause to believe an offense occurred and there is probable cause to believe the defendant committed the offense, the officer has the following options for those charged with misdemeanor and infractions:

1. Warning: No further action taken.
2. Citation: The person alleged to have committed the offense is given a citation directing him/her to appear in court on a future date.
3. Physical arrest of the defendant:
  - a. With alcohol related driving or conduct cases, the defendant is taken to Cornhusker Place unless their conduct would disrupt or endanger others at that location. They may also be given a citation to appear in court.
  - b. A person suffering from a mental health disorder and in need of care may be taken to the Crisis Center for evaluation and housing. Any Peace Officer or Correctional Officer is authorized to temporarily place the person in the Crisis Center for evaluation.
  - c. All other Misdemeanor arrests are taken to the Lancaster County Correctional Center.
  - d. There are only two Motor Vehicle Offenses that are jailable, Driving Under the Influence and Driving While Suspended.

It was estimated that 90 % of all misdemeanor cases from the Lincoln Police Department result in a citation release, with only 10 % of the misdemeanor cases

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## **SYSTEM ASSESSMENT AND EVALUATION**

resulting in the defendant being booked into the Correctional Center. Under the operational policies of the Lincoln Police Department, a supervisor must approve physical (in-custody) arrest for misdemeanor/infraction cases. The considerations of the officer are as follows:

- a. Whether the defendant will comply with the citation to appear
- b. Risk to other parties
- c. Lack of community ties
- d. Past failure to appear history
- e. Whether an investigation requires placing the defendant into custody.

The citation commands the defendant to appear for arraignment. At or before the arraignment for misdemeanor/infraction/traffic cases there are three options:

- a. In certain enumerated cases, the defendant can waive the trial and mail in a designated fine.
- b. Enter a guilty plea.
- c. Continue the case for trial.

Additionally, it was estimated that 68% of all cases booked into the Correctional Center originate from the Lincoln Police Department.

## **Protection Orders**

All protection orders require a full custodial arrest with incarceration. The defendant must be taken to the Correctional Center and booked.

## **Warrants**

All warrants, regardless of the nature of the offense, require a full custodial arrest

## **Domestic Violence Cases**

This is not a legal classification but rather a relational connection of the parties involved in a physical confrontation. If the officer develops probable cause that the offense occurred and that one of the parties was the aggressor, the preferred course of action is physical arrest and incarceration. The officer has the option to issue a citation for appearance at a later date. Once an arrest for domestic related offenses occurs, the defendant is held until arraignment by the court. All domestic violence cases are prosecuted by the County Attorney's office regardless of whether the defendant is charged under a State Statute or Municipal Violation. A number of the County Prosecutors have been cross-designated as City Prosecutors.

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## **SYSTEM ASSESSMENT AND EVALUATION**

### **Felony Cases**

In all felony cases the officer must physically arrest and incarcerate a defendant once the decision to charge has been made. Other jurisdictions allow officers to issue a court appearance for minor felony charges. The decision to charge is based on probable cause to believe the offense occurred and that the defendant is the person who committed it, or the offense was committed in the presence of the officer. The prosecutor may authorize release on specific cases at the request of law enforcement authorities. Otherwise, the options for Felony offense are as follows:

- a. The officer may take the defendant to the arresting agency for investigative purposes.
- b. The officer takes the defendant to the Correctional Center for booking.
- c. The officer has the option of authorizing a pre-arraignment release for those charged with class 3 or 4 felonies.

### **Citation Court Data Conflict**

The law enforcement officer enters the court date(s) on citations. The court assigns dates for the officers based on the charge and court availability. If a defendant is charged with multiple charges arising out of the same incident, the officer may be required to assign multiple court dates. Many arrests involve both city and county charges resulting in difficulties in assigning court dates. This could contribute to the reported high percentage of failure to appear cases. Additionally, this system appears to keep the officers off the street and in court more frequently.

Law enforcement representatives report that the complicated county court date scheduling results in many errors that must be corrected by sending letters to the defendants correcting invalid court dates issued by the officers. City court dates are less complicated. Law enforcement requested a set schedule established monthly and/or the establishment of a telephone number to contact the clerk's office to establish a court date and time for appearance to avoid the current conflicts.

Consolidation of the court's first appearances would reduce the number of failure to appear and reduce law enforcement officer court appearance time. Corrections staff uses a bond schedule issued by the courts to set preliminary bond amounts. Appearance at court can be waived on traffic charges by paying the fine prior to the court date.

The defendant can ask to sit out their fines. If the defendant is unable to pay the fine, they can request to serve time in lieu of payment of fines and fees. This practice contributes to jail crowding. The effect of this policy is that the taxpayers pay the fines for those defendants who choose to sit out the fines. VRJS recommends that this practice be eliminated for other alternatives to relieve jail crowding.

Police report that technology increased the number of arrest through improved records and offender information.



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## SYSTEM ASSESSMENT AND EVALUATION

### ***JAIL OPERATIONS***

The jail is managed as a Department of Corrections under a Director of Corrections within the authority of the County Commissioners Office. The Department of Correction began operations on July 1, 1977 and converted from the City Jail to the County Jail.

There are no state prisoners backed up in the county jails in Nebraska. Each inmate is moved to the state reception center the day of sentencing.

Lancaster County is not boarding for other counties and immigration services are only a very minor problem. They do contract 17 beds for the U.S. Marshals service that use only 13 or 14 beds. The contract expires in 2003.

When overcrowding occurs at the Intake and Detention facility, inmates are moved to the airpark facility. Portable beds are temporarily added to the dayroom spaces at the Intake and Detention facility and at the Airpark facility.

The number of individuals incarcerated for driving while suspended is high. The State's policy that automatically suspends the driver's license of any person who fails to appear for a court date contributes to this high rate. When a defendant fails to appear the Motor Vehicle Administration sends a letter to the last address of the defendant ordering the fine to be paid or to appear in court within 30 days. If the defendant does not comply the suspension occurs. The result of that policy is that the next time the defendant comes in contact with law enforcement is physical arrest for the FTA and for driving on a suspended license.

The committee often discussed the policy of permitting inmates to sit out fines and/or costs. One view is that the present system forces the public to pay the fine/costs. The second view is that the present rate of \$60. a day is too enticing. Most of those who go through the system would rather sit out than pay. If the rate per day were substantially lower they would choose to pay the fine.

A security courtroom (courtroom 10) is located at the main jail; although it is not used for video arraignments, the Correction staff would like to use video technology because it would reduce inmate movement and staffing requirements.

# Lancaster County

## SYSTEM ASSESSMENT AND EVALUATION

### Historical Jail Budget

YEAR	PERSONNEL	SUPPLIES	OTHER SVS	CAPITAL OUTLAY	TOTAL	% CHANGE
FY89	\$1,686,094	\$425,946	\$279,810	\$31,759	\$2,423,609	
FY90	\$1,964,231	\$486,849	\$261,821	\$45,007	\$2,757,908	13.8%
FY91	\$2,354,052	\$154,413	\$575,726	\$22,320	\$3,106,511	12.6%
FY92	\$2,912,542	\$172,147	\$1,036,220	\$52,585	\$4,173,494	34.3%
FY93	\$3,088,507	\$199,053	\$1,007,909	\$17,438	\$4,312,907	3.3%
FY94	\$3,195,750	\$203,235	\$1,150,995	\$123,993	\$4,673,973	8.4%
FY95	\$3,289,366	\$230,369	\$1,311,042	\$117,058	\$4,947,835	5.9%
FY96	\$3,575,493	\$241,445	\$1,291,937	\$16,929	\$5,125,804	3.6%
FY97	\$3,844,721	\$209,382	\$1,406,150	\$138,211	\$5,598,464	9.2%
FY98	\$4,252,023	\$235,718	\$1,429,828	\$64,538	\$5,982,107	6.9%
FY99	\$4,473,126	\$268,368	\$1,447,636	\$86,644	\$6,275,774	4.9%
FY00	\$4,786,893	\$284,525	\$1,734,369	\$122,276	\$6,928,063	10.4%
FY01 BDGT	\$5,114,316	\$299,600	\$1,684,700	\$168,500	\$7,267,116	4.9%

Table 1, Historic Jail Budget

The above table represents the actual budget for the Department of Corrections from 1989 to 2000 and the budgeted amount for 2001.

### Jail Revenues

The jail collects revenues for several activities.

YEAR	State Reimburse	City Housing	Other Housing	Work Rel Meals	Other	Total	% Change-
FY89		668,255	72,157	89,133	15,329	844,874	
FY90		658,480	121,625	81,267	15,466	876,838	3.8%
FY91		827,646	67,714	23,732	22,176	941,268	7.3%
FY92		997,196	357,103	28,197	53,050	1,435,546	52.5%
FY93		897,557	105,116	42,931	62,097	1,107,701	-22.8%
FY94		822,927	474,963	43,667	68,643	1,410,200	27.3%
FY95		689,967	477,559	45,879	109,910	1,323,315	-6.2%
FY96		704,898	458,653	33,439	85,104	1,282,094	-3.1%
FY97		947,476	561,681	46,879	282,942	1,838,978	43.4%
FY98		1,060,617	422,175	42,899	143,573	1,669,264	-9.2%
FY99		1,284,050	549,406	39,737	246,864	2,120,057	27.0%
FY00	348,915	1,625,211	209,715	60,538	266,980	2,511,359	18.5%
FY01 BDGT	600,000	1,760,000	365,000	55,000	230,000	3,010,000	19.9%

\*\*\*City housing shown at actual per diem rate established after year-end for total City days served during fiscal year

NOTE: Since FY98, City pays County \$30,000 annually for transport of City offenders

Table 2, Jail Revenues

# Lancaster County

## SYSTEM ASSESSMENT AND EVALUATION

### Historical Per Diem Rates

The following table defines the trend in the per diem rate since 1985 showing that the cost per day for prisoners increased from \$38 to the current rate of \$57.48.

FY	Per	%
	Diem	Change
1985	\$38.66	
1986	\$32.96	-14.7%
1987	\$30.92	-6.2%
1988	\$30.57	-1.1%
1989	\$30.50	-0.2%
1990	\$31.15	2.1%
1991	\$38.10	22.3%
1992	\$42.47	11.5%
1993	\$46.52	9.5%
1994	\$46.96	0.9%
1995	\$44.24	-5.8%
1996	\$51.05	15.4%
1997	\$53.19	4.2%
1998	\$56.15	5.6%
1999	\$53.54	-4.6%
2000	\$55.74	4.1%
2001	\$57.48	3.1%

Table 3, Historical Per Diem Rates

Per diem rates are adjusted annually based on actual cost of operations. The State reimburses the County at the rate of \$35 per day for felony or Class 1 misdemeanors for those ultimately sentenced for more than one year to the State Department of Corrections, calculating the number of days served at the jail from admission to release (either to prison or to probation). The County charges other counties that occasionally house prisoners in Lancaster \$55 per day. Work release prisoners are required to pay part of their cost of incarceration; the current charge is \$7.00 per day.

### Historical Staffing Levels

The staffing levels of each facility are shown in the table below. There has been little growth in the numbers of staff assigned to the Department of Corrections.

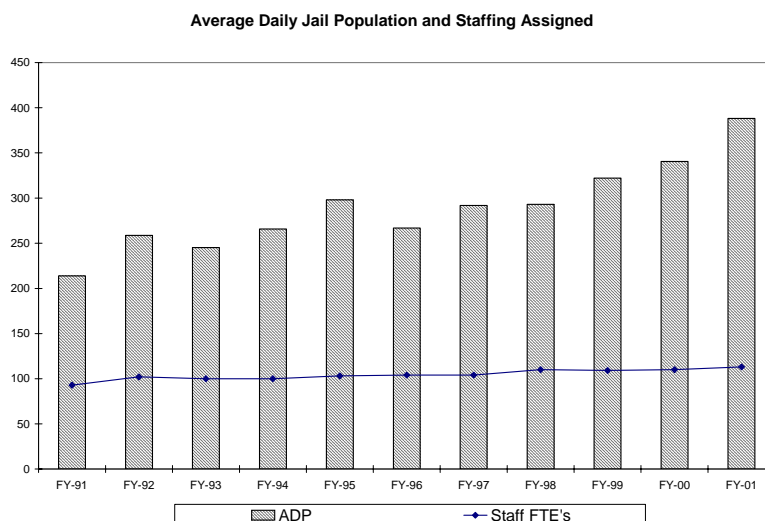
	FY88	FY89	FY90	FY91	FY92	FY93	FY94	FY95	FY96	FY97	FY98	FY99	FY00	FY01
Administration	3	5.5	6	6	6	6	6	5	5	5	5	4	4	4
Intake Detention Total	38	38	41.25	63	70	68	68	69	70	70	76	76	77	80
Health Services Total	3	3	3	3.7	5	3	3	5	5	5	5	5	5	5
LCF Total	20	20	20	20	20.9	23	23	24	24	24	24	24	24	24
Total Staffing FTE's	64	66.5	70.25	92.7	101.9	100	100	103	104	104	110	109	110	113
CHANGES BY YEAR		2.5	3.75	22.45	9.2	-1.9	0	3	1	0	6	-1	1	3

Table 4, Historical Staffing Levels

# Lancaster County

## SYSTEM ASSESSMENT AND EVALUATION

During the last ten years, the yearly increase in prisoner population was 6.5%, the budget increased an average 7.65% and the staffing numbers increased 1.9%. This historical lack of staffing growth contributes to the need for adding staff at this time. The workload continued to increase with insufficient increases in the staff levels. The following chart shows the continuing growth of the daily jail population compared to the minimal growth of the staff used to supervise and manage the jail.



**Figure 1, Average Daily Jail Population and Staffing**

### Jail's Release Authority

The Lancaster County Department of Corrections does not have release authority in the form of emergency release powers or "stationhouse citation"<sup>2</sup> in lieu of custody. The Department does not have any sentencing authority, authority to modify work time and/or county parole to control the jail's population. State law strictly controls good time, leaving the Department little voice in rewarding good behavior or work ethics. This restriction inhibits the department's ability to manage the jail's population. The local judiciary could establish these powers.

### Nebraska State Statute

#### **47-123 Community service projects; inmate participation; good time; effect.**

Inmate participation in community service projects shall be voluntary and no extra good-time credit shall be given to inmates who participate in a community service project. In no event shall an inmate's decision to participate or not participate in a community service project have any bearing on the granting of good-time credit.

<sup>2</sup> Other jurisdictions allow DOC booking officers to issue citations for minor offenses, allowing immediate release and orders defendants to appear at the courts. It is called a stationhouse citation because it is issued at the booking area.

# *Lancaster County*

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## **SYSTEM ASSESSMENT AND EVALUATION**

The system has not developed controls to manage the jail population by implementing policies for accepting or rejecting additional persons/defendants into facility.

The Department uses a formal management information system and a classification system to allocate jail beds. Daily and monthly reports monitor the jail population and reports are submitted to the criminal justice system on a regular basis. A special report issued to the courts periodically identifies pretrial offenders who remain at the jail for long periods.

### **Booking Activities**

Regardless of the classification of offense as Misdemeanor or Felony, once the decision to physically take someone into custody has been made, the defendant is taken to the Correctional Center. The following activities take place at the Adult Intake and Detention facility:

- a. The defendant is taken to the Booking Counter and turned over to the Correctional Staff for processing.
  - i. The defendant is searched
  - ii. A computer search for previous intakes is done
  - iii. The information reference to the present intake is listed
  - iv. The defendant is fingerprinted & photographed
  - v. The arrest information together with fingerprints and photo are sent, via computer, to the State repository.
  - vi. A copy of the fingerprint card is sent to the District Court; when a disposition is entered, the card is sent to the State repository. The State then enters the disposition into the State & NCIC criminal history data banks.
- b. The arresting officer completes a written booking sheet, prepares a citation and enters a charge code.
- c. If the charge is a Misdemeanor/Traffic a bond amount is set. Class 3 or 4 Felony the correctional officer indicates whether the defendant is permitted to place a bond and if so the amount.
- d. If a bond is permitted, the defendant may post it. If the bond is posted, the defendant is given their court appearance date, release paperwork including copy of the bond and released.
- e. If the charge is not bondable, the defendant is held until the next session of court for arraignment. If court is not scheduled within 24 hours (weekends-holidays) a judicial officer will be contacted to determine probable cause. During weekends and holidays, the prosecutor reviews the paperwork and

# *Lancaster County*

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## **SYSTEM ASSESSMENT AND EVALUATION**

determines prosecution merit. The prosecutor can order release, but this rarely occurs. If held (normal) the prosecutor contacts the on-duty judge to present enough facts to establish probable cause. Once probable cause is established, the judge authorizes detention until the next session of court. On occasion, the judges have set conditions for release while waiting for additional police reports and/or reviewing the affidavit information.

Only defendants who enter the jail are fingerprinted. Without fingerprints the State will not take the criminal history information. The result is that many people have criminal records but authorities will be unable to locate the records. Those in the local CJIS will be found by a local criminal history check.

### ***PROSECUTOR'S OFFICE***

The Prosecutor's office is created by Nebraska statute.

The Prosecutor is open to the use of the available alternatives to incarceration. The office operates a diversion program to avoid both jail and prison sentences. The office is active in drunk driving enforcement with alternative sentencing, active in family violence cases, victim assistance and notification, and children issues.

There are two separate prosecution offices; the Lancaster County Attorney and the City of Lincoln Attorney. The County Prosecutor is responsible for all Felony cases in the County, all misdemeanor cases occurring outside of the City of Lincoln and all violations charged under State statutes. The City Attorney's Office is responsible for the prosecution of Municipal violations in the City of Lincoln.

The process for the County Prosecutor's Office is as follows:

An administrative staff person from the prosecutor's office on a daily basis (regular scheduled workday) picks up a list of those incarcerated along with the applicable reports from the Correctional Center. The following lists the activities of the prosecutor's office:

- a. Based on established office policy, the staff person forwards the reports to the appropriate assistant prosecutor.
- b. Cases needing special attention are directed to senior attorneys for review and assignment.
- c. The prosecutor assigned to the case completes a criminal complaint as the charging document. It was estimated that over 90 % are filed the day after the arrest.
- d. The prosecutor completes a Bond Request. The prosecutor enters a dollar amount as a recommendation to the Court. The basis of the recommendation is as follows:
  - i. The seriousness of the offense
  - ii. The past failure to appear record

# *Lancaster County*

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## **SYSTEM ASSESSMENT AND EVALUATION**

- iii. The past criminal history of the defendant. NCIC provided by the State repository and the local court records.
- iv. The community ties of the defendant, only as reported without verification.
- e. The criminal complaint is filed in the County Court.
- f. A representative of the prosecutor's office is present for the in-custody arraignments in the County Court at 2:00 P.M. daily to present the bond recommendations.
- g. For those who have been released pending arraignment, the same activities occur but not on the day following arrest. The charging documents are filed prior to the assigned court date.

Arraignments - All initial arraignments occur in the County Court. Arraignment occurs at 9:30 AM for in-custody City Prosecutor cases, and at 2:00 PM for in-custody County Prosecutor cases. The purpose of the arraignment is to formally notify the defendant of the charge. The arraignments for those in custody take place in the Correctional Center. Those who are not in custody are arraigned in the County Courthouse. In addition the following occur at the arraignment:

- a. The defendant enters a plea to the charge if it is a misdemeanor
- b. If the offense is minor in nature a guilty plea may be entered, accepted and sentencing sometimes occurs at arraignment.
- c. The defendant is assigned a Public Defender.
- d. The public defender may offer the Court information about the character and community ties if it is available. In most instances the information is self reported by the defendant and is reported to the Court as such.
- e. Except in felony and class 1-misdemeanor offenses, a court date will be set after the arraignment.
  - i. A defendant in-custody would be notified of the next court date before release from the Correctional Center.
  - ii. Misdemeanor cases are scheduled 30-45 days from arraignment.
- f. The court sets bond and/or conditions for release pending trial
- g. Class 1 misdemeanors are set for a docket call 2 weeks after the arraignment.
- h. In felony cases, a date for a preliminary hearing is set.
- i. Any defendant in-custody waits in jail until his/her assigned court date. No preference is given for jail cases. A defendant charged with a misdemeanor offense can request an earlier court date by notifying the court that he/she wants to plead guilty to the offense. This is usually done so the defendant can receive credit for time served and gain an earlier release.

# Lancaster County

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## SYSTEM ASSESSMENT AND EVALUATION

### City Attorney Staff

The City Attorney reported the following staffing numbers.

City Attorney	1
Chief Assistant	2
Executive Assistant	1
Police Legal Advisor	1
Asst. City Attorney Civil	6
Asst. City Attorney Prosecution	4
Law Clerks	2
Support Staff	10
Total	<hr/> 27

**Table 5, City Attorney Staffing**

### ***THE DEFENSE / PUBLIC DEFENDERS OFFICE***

The public defender is responsible for the defense of indigent defendants. All cases are vertically assigned, i.e. the public defender's first contact with a misdemeanor defendant does not occur until after arraignment, when the indigency determination is made in county court and the public defender appointed. By statute, however, the public defender is allowed to review police reports for all people arrested on felonies. As a result, deputy public defenders interview felony detainees in jail prior to the inmate's first court appearance and are present at the bond setting hearing. The defendant may request and be assigned a public defender or secure private counsel to represent him/her in proceedings. The Public Defender's office in Lancaster County represents a substantial percentage of criminal defendants. The office reports that of defendants that are given directions following their court appearance, only 50% come to the Public Defender's office.

Although the defense's impact on system load cannot be accurately recorded, it is clear that their influence on the jail is significant and without the Public Defenders office, the jail population would increase.

### Public Defender Staffing

Public Defender	1
Deputies	14
Investigator	1
Office Manager	1
Clerks	4
Total	<hr/> 21

**Table 6, Public Defender Staffing**



# *Lancaster County*

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## **SYSTEM ASSESSMENT AND EVALUATION**

### ***PRE-TRIAL SERVICES***

Pretrial Services are not in place in Lancaster County; this lack results in higher numbers of prisoners held at the jail, at a great cost to the county.

VRJS recommends that, as soon as possible, Lancaster County implement a Pretrial Services Unit to begin the diversion of defendants to alternatives to incarceration. The County should develop the Pretrial Services as an intake screening unit that monitors the arrest practices of law enforcement, screens in-coming arrestees for applicable prerelease services and provides community ties, background, and criminal history data for the judges consideration at the time of first appearance. With background packets at first appearance, judges can make informed and effective decisions about options for pretrial release. Reduction of pretrial defendants can significantly influence jail crowding and reduce costs. Many defendants are held because they do not have money to post bond. Those with money are released. An effective Pretrial Supervision Program should be based on public safety concerns and the rights of a defendant rather than the financial assets of a defendant. Many defendants remain jailed during pretrial periods because the system is not currently capable of accurately assessing each defendant.

The process should minimize delays in submitting defendant criminal history information and background information to the courts. This information is needed to assess the risk an inmate presents for release on bail, classification/housing assignment, and sentencing. By establishing a Pretrial Services and Intake Screening Unit at the Department of Corrections, the process of obtaining criminal history information begins when the individual first arrives at the facility. The defendant is checked against local and national crime information computer systems to obtain detailed criminal history information.

In addition to obtaining criminal record history, the Pretrial Services, Intake/Screening unit can obtain, through defendant interviews and follow-up verification, a profile of the defendant's status including job history, ties to the community, etc. Officials of the Corrections Department should work with the judiciary to design a screening form that provides vital information needed to make decisions regarding the defendant's release status.<sup>3</sup> This form should include inquiries that will be useful in determining an inmate's classification status in the facility (i.e.: prior institutional disciplinary history, medical problems).

All information obtained, along with the defendant's arrest report, can be copied and forwarded to the judge holding first appearance, the public defender and the charging prosecuting attorney in order that bond and release decisions can be made.

The housing unit at the jail provides a twenty-four (24) hours per day function that maintains direct access to the Criminal Information Center network. This expedites the time it takes to make this information available to the prosecuting attorney, public defender and the courts.

Providing field supervision for defendants placed in the program is critical to success. Persons placed in the program will be placed in one of four-levels of supervision to ensure compliance with conditions for release. Supervised pretrial release allows clients who are not reliable enough for own-recognition release but whose offenses and background suggest that

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<sup>3</sup> Samples of the suggested forms have been provided through tours of comparable units.

# *Lancaster County*

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## **SYSTEM ASSESSMENT AND EVALUATION**

incarceration could be avoided to return to the community. Supervision may include home detention and electronic monitoring for high-risk offenders. Conditions may be placed on the offender's release. In some cases, a pending criminal proceeding may be adjourned if the offender meets strict conditions of supervised pretrial release.

Supervised pretrial release has net-widening potential if used for offenders currently released on personal recognizance. It can be expanded in some jurisdictions to supervise pretrial felons not normally released.

Programs that are quick to report offender failures-to-report enable rapid issuance of bench warrants; thus gaining credibility with the courts and other justice system components. Intake screening units gather valuable information used to affect rapid apprehension of failures. The plan should include graduated sanctions for violations.

VRJS recommends that a memorandum of understanding be completed and signed by all affected agencies. The memorandum should clearly delineate the responsibilities of each agency. Such a contract would limit interagency misunderstanding of responsibilities.

## ***THE COURTS***

There are 13 District Court and County Court judges. County Court handles all arraignments. The courts are on a separate computer system managed by the state with oversight from a local courts advisory committee. There is limited integration between the law enforcement or jail computer and the court system's. The computers are linked and share some information but the usefulness of the data is questionable and little used.

### **Court Data and Information**

#### **Sample Year Case Filings County and District Courts**

One way to scrutinize court data is by examining the courts' total caseload. It is important to realize that criminal court caseloads, particularly smaller courts, are only a part of the courts' responsibility. Civil and family court cases also influence the pace of criminal court cases. The following tables show a brief overview of the total cases processed through District and County Courts.

#### **County Court**

Reported case filings were reported by the County Courts as follows:

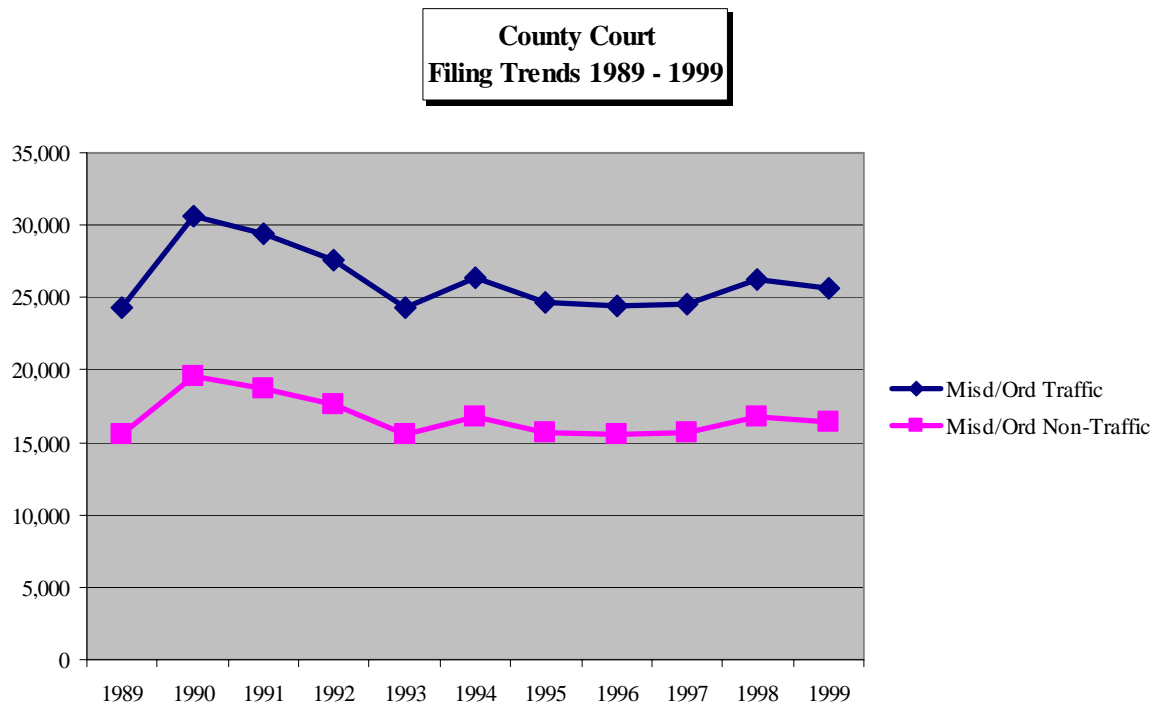
# Lancaster County

## SYSTEM ASSESSMENT AND EVALUATION

County Court	Misd/Ord Traffic	Misd/Ord Non-Traf	Felony	Civil	Small Claims	Probat / Inher Tax	Guard Cons	Adoption	Juvenile	Emin Domain	Totals
1995	25,526	15,384	1,014	6,036	1,139	577	179	117	0	17	49,989
1998	25,848	16,769	1,289	7,244	1,073	579	279	110	0	1	53,192
1999	25,190	16,658	1,250	6,458	995	1,049	398	109	0	4	52,111
2000	22,721	17,107	1,293	7,227	930	616	223	129	0	0	50,246

**Table 7, County Court Case Filings**

Both Non-Traffic Misdemeanor/Ordinance filings and Felony filings have increased since 1995 (though both show a decrease from the previous year). These two types of filings, along with Traffic filings represent 52% of the total cases filed over the past five years. The following charts use these percentages and apply them to the number of cases filed in County Court since 1989 to display a trend line for these types of filings.



**Chart 1, Traffic/Non-Traffic County Court Filing Trends**

# Lancaster County

## SYSTEM ASSESSMENT AND EVALUATION

The County Courts reported the following felony case filing:

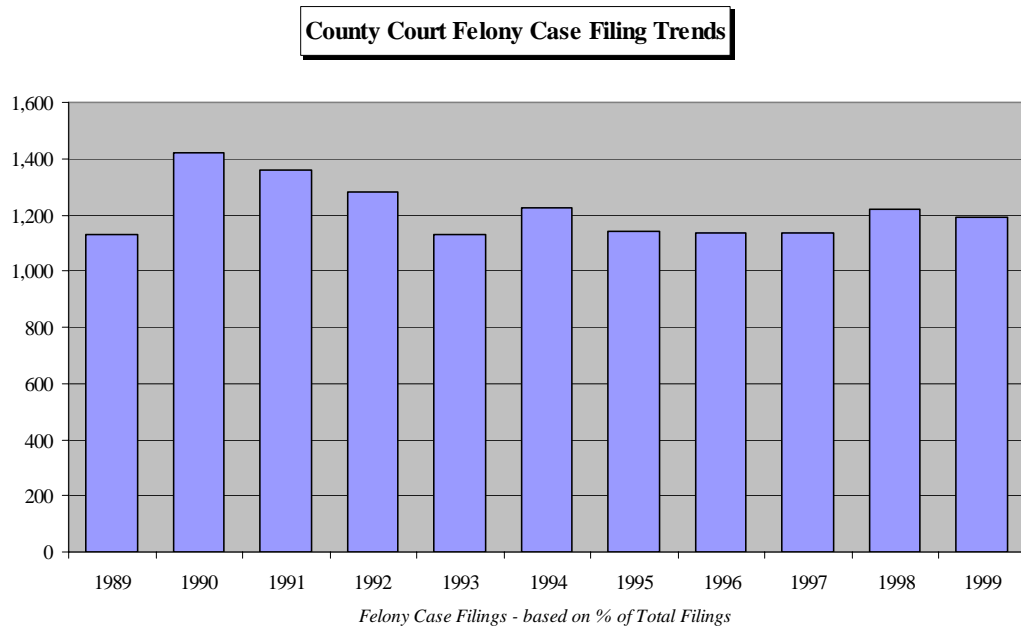


Chart 2, County Court Felony Case Filing Trends

### District Court

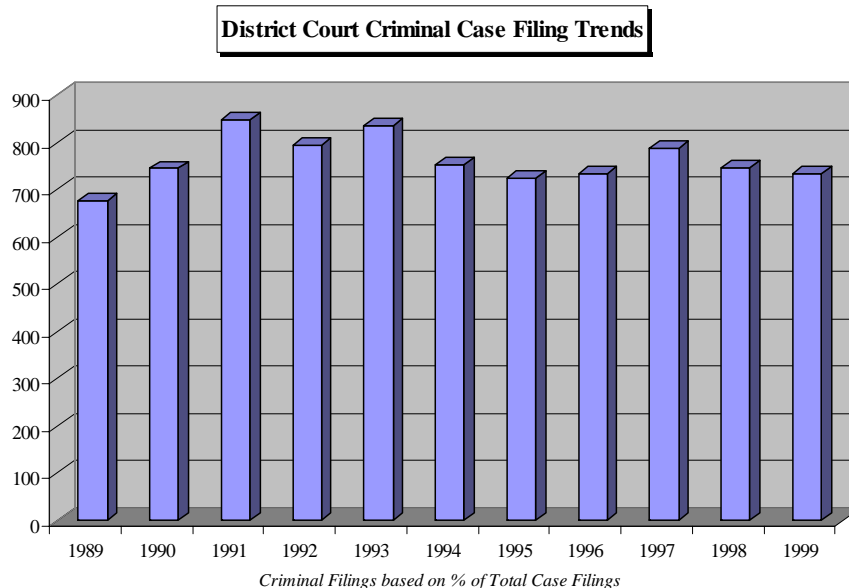
The Criminal filings in District Court have also shown an increase since 1995 (almost 30%). This type of filing represents 15% of the total for the years shown, and as with County Court, this percentage has been used to illustrate the trends in District Court.

	District Court					Totals
	Criminal	Habeas Corpus	Regular Civil	Domestic Relations	Appellate Action	
1995	640	7	991	2,736	428	4,802
1998	733	9	1,184	2,762	260	4,948
1999	830	15	1,105	2,669	254	4,873
2000	869	0	1,152	2,938	274	5,233

Table 8, District Court Filings

# Lancaster County

## SYSTEM ASSESSMENT AND EVALUATION



**Chart 3, District Court Criminal Case Filing Trends**

### ***COURT PROCESSING***

#### **Trial for Misdemeanor/Municipal Cases**

The following activities occur on the assigned court dates:

- a. The defendant enters a plea.
- b. If a not guilty plea is entered, the case is set for trial.
- c. Verdict is entered.
- d. Sentence is imposed.
  - i. Options- Separate or combination of jail, probation, fine, costs. Generally, fines and jail are not both ordered. One or the other is the norm but costs are charged to the defendant and the defendant can usually “sit-out” the fines and costs at \$60.00 a day. (Pursuant to State statute)
  - ii. May request a Presentence Investigation (PSI) before imposition.
  - iii. Wait 4-6 weeks for PSI report.
  - iv. If imposed, fines and costs may be deferred.
- e. If fines and costs are not paid by the deferred date, a warrant is issued.
- f. If probation is ordered, a violation is referred to the court and/or prosecutor for appropriate action. If treatment is required, the Judge must order it.

# *Lancaster County*

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## **SYSTEM ASSESSMENT AND EVALUATION**

- i. The judge may request informal action by probation and parole.
- ii. The prosecutor must file a charge if formal action is to be taken. The prosecutor can act independently from the court.
- g. Class 2 and 3 misdemeanors have the potential for community service as a sentence.
  - i. Class 2 can be ordered up to 240 hours
  - ii. Class 3 up to 480 hours.

### **Felony Cases**

All felony cases are scheduled for a Preliminary Hearing in the County Court. The purpose of the preliminary hearing is determine if there is sufficient evidence to send the case to the District Court for trial. The following actions may occur:

- a. The defendant can waive the preliminary hearing at which time the case proceeds to the District Court.
- b. A County Court Judge conducts the preliminary hearing.
- c. The State presents evidence that would indicate that a crime occurred and that the defendant committed it.
- d. The defendant is represented by private counsel or an assigned attorney (public defender); the defense may cross-examine any witness offered.
- e. If sufficient evidence is presented, the County Court Judge sends the case (binds over) to the District Court for trial.
- f. The defendant is provided an arraignment date for the District Court felony charge. The date is determined on a space available basis but usually occurs within two weeks.

Between the preliminary hearing and the arraignment the prosecutor files Information to bring the case to the District Court.

### **District Court Arraignment**

All District Court arraignments occur on Wednesdays. In-custody arraignments are scheduled for 8:30 AM and out of custody arraignment are scheduled for 9:00 AM. The following activities occur at the District Court Arraignment:

- a. The defendant is notified of the charges.

# *Lancaster County*

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## **SYSTEM ASSESSMENT AND EVALUATION**

- i. The defendant has a right to a copy of the charging document 24 hours before the District Court arraignment. This right is usually waived and the defendant is served at the arraignment proceeding.
- b. The defendant enters a plea, almost always not guilty
- c. The judge sets the case for trial during the next or second Jury panel session.

### **Docket Call**

Between the District Court arraignment and the trial date, a docket call is scheduled. The docket call is a meeting between the assigned Judge and the Attorneys representing the state and the defendant. If the defendant is not in custody he/she will/may attend the docket call. At the docket call any unresolved issues and the potential for a plea bargain are discussed. If the defendant has agreed to a plea, a date for the plea is scheduled. At the plea appearance, sentencing is scheduled, a PSI is ordered and the case is continued to await the PSI. If the defendant is incarcerated at the time of the docket call, he/she remains in the facility the 4-6 weeks it takes to complete the PSI. At the Docket Call the case will be set for trial by jury, trial by Judge, set for a plea date or continued until the next jury term. One of the issues watched closely is the Speedy Trial time limitation. The case **MUST** be started within six months unless the defendant waives or continues the case. The remedy is absolute dismissal if the Speedy Trial requirements are violated. Any case that is approaching the Speedy Trial time limit is given a priority court date. Otherwise, incarcerated defendants generally are given priority for court dates.

### **Trial Date**

On the trial/plea date the defendant has the following options:

- a. Enter a guilty plea. *(They try to avoid pleas on trial dates.)*
  - i. If the plea agreement was obtained during the Docket Call, the PSI would be available and the defendant would be sentenced.
  - ii. If the plea was not previously known, the case will be continued for the purposes of obtaining a PSI. In-custody PSI's usually take 4-6 weeks. Out of custody cases usually take 8 weeks.
- b. Proceed to Trial
  - i. The defendant may waive the right to a jury trial and be tried by the Judge on a later date.
  - ii. A Jury is sworn to hear the case.
- c. Verdict
  - i. Not Guilty- The defendant is released.

# *Lancaster County*

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## **SYSTEM ASSESSMENT AND EVALUATION**

- ii. Finding of Guilt- A PSI is ordered and the sentencing date is scheduled to coincide with the PSI completion. The PSI timetable is listed above.

### **Sentencing Options**

The County Court has jurisdiction over misdemeanor cases (five classes plus sub-classes) with a maximum of 1 year in jail and/or \$1000 fine plus costs. The District Court has jurisdiction for all felony cases.

- a. County Court options
  - i. Fine
  - ii. Probation
  - iii. Community service
  - iv. Work release
  - v. Administrative
  - vi. Jail
- b. District Court
  - i. Probation
  - ii. Probation ISP
  - iii. Fine
  - iv. Restitution
  - v. Jail
  - vii. Prison
  - viii. Work release<sup>4</sup>
  - ix. House Arrest
  - x. Work ethics camp
  - xi. Capital Punishment

The District Court recently implemented a Drug Court for offenders with Drug/ Drug related offenses. The impact on the system is unknown but will be measured by the court.

Even though the same Judges hear City and County violations, a defendant could and often does have two or more court dates arising out of the same incident due to the nature of the charge and/or the City/County prosecution responsibility. The multiple court dates

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<sup>4</sup> One judge indicated that he does not consider this an option.



# *Lancaster County*

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## **SYSTEM ASSESSMENT AND EVALUATION**

may be related to the reported high failure to appear rate. It was anecdotally reported that many defendants believe their case was over after one court appearance, when in fact they had other cases pending in another court from the same incident. This practice increases the number of failure to appear warrants.

The Courts do not have the defendant's criminal record in the file and they don't have the information at the time of bond setting. The prosecutor's office has the record but does not distribute it. A judge indicated that there is a concern with some courts that unauthorized individuals could view the record files or that the history could prejudice a judge prior to verdict. A potential solution would be to have the information for bond setting purposes, then place it in a sealed envelope and open it after the verdict. Having the records available at sentencing could reduce the need for PSI's when the record is all that is required by the sentencing judge.

The jail has the potential for providing the criminal history through its access to NCIC and the local system.

The local judiciary is a critical factor in system load because it has the direct impact on population and because it holds a controlling role in the entire criminal justice system. A key factor is the level of confidence of judicial decision-makers in various classification and release decisions regarding predicting risk.

The courts do not have sufficient information for early release decisions since Pretrial Services is not in place in Lancaster County. Since offenders are not supervised during pretrial release judges must rely on bond amounts to ensure court appearance. The Courts provide bail schedules and 10% bonds are acceptable. Bond amounts are not excessive and most defendants are released prior to trial.

The courts do not use summons in lieu of arrest warrants for failure to appear. Failure to appear is considered a significant offense resulting in the incarceration of most persons arrested for the offense.

The courts expressed a reluctance to participate in planning and criminal justice system decision making because of their need to remain objective to the practices of the other components of the criminal justice system. The future planning efforts of Lancaster County must find methods for the courts' involvement. While it is critical that judges not decide individual case outcomes before a trial, it is an obligation of the courts to participate in policy development. Without the courts acceptance of a program/option, the decisions of the other component agencies would be negated.

## ***PAROLE AND PROBATION***

Probation is a judicially administered sanction whereby an offender is conditionally allowed to serve his or her sentence within the community, contingent upon satisfactory compliance with the terms of a probation order. Probation sentences vary in length as do the conditions of probation and the extent of officer contact with the offender and significant others. The terms of probation contain general provisions as well as special conditions unique to the offender's crime, the offender's risk to the community, and individual offender needs.

# *Lancaster County*

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## **SYSTEM ASSESSMENT AND EVALUATION**

In performing its function, probation strives to achieve intertwined goals of community protection, offender accountability, and competency development. The administration of probation is delegated to the Probation Administrator under the direction of the Supreme Court. Probation administration is located in the State Capitol and is within the Administrative Office of the Courts/Probation.

Nebraska Probation's field services are organizationally divided among three divisions: intake, traditional, and intensive. Probation personnel consist of line staff probation officers, intake officers, support staff, and a chief probation officer or ISP coordinator who is responsible for the overall district management. Measuring task-oriented workloads rather than counting caseloads primarily determines staff allocation.

Operationally, the Nebraska Probation System performs two vital roles: (1) conducting investigative reports for the court to assist in decision-making regarding an offender's ultimate sentence, and (2) supervising offenders in the community as per the dictates of their probation order. Probation caseloads reflect juvenile as well as adult offenders who have been convicted of either misdemeanors or felony offenses.

State probation and parole programs may have a less direct impact on system crowding than other causes. Their impact is to a large extent dependent on how active a role they play at certain key leverage points. The use of automatic holds or detainers lodged against probationers or parolees who are arrested (such as transfers to prison, state and federal parole and immigration holds) was not found to be excessive. While probation holds contribute to the jail population, this practice was not found to be a major contributor.

### **Probation Office Activities**

There are two probation offices in the County, one for the County Court and one for the District Court. The offices act independently and are funded by different sources. The probation officers assigned to the County Court prepare PSI reports and supervise individuals sentenced to them by the County Court judges. Likewise, the probation officers assigned to the District Court complete the same functions for the District Court judges. The respective Probation Office completes the following activities:

- a. Complete Pre-Sentence Investigation reports.
  - i. District Court Probation does not make recommendations as to sentence. They complete a type I report unless otherwise directed by the court.
  - ii. County Court Probation does make recommendations. They complete level II report unless otherwise directed.
  - iii. Statute requires PSI for all felonies but can be waived by the defendant.
  - iv. There are 4 levels of PSI reports. The Judges do not currently request a particular type report. The probation agency policy determines the type of report.

# Lancaster County

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## SYSTEM ASSESSMENT AND EVALUATION

- v. If a PSI was completed within past year, they do an update.
- b. Separate staff supervises individuals assigned by the court. The level of supervision is determined by a risk needs assessment. The levels are: Maximum, Medium, Minimum and Administrative.
- c. Monitor any conditions imposed by the court.
- d. Report violations to the Court and the Prosecutor.
- e. A separate Probation office handles intensive cases for the District Court.

### Pre-sentence Investigation Reports

Probation's length of time to prepare and deliver pre-sentence investigation reports (PSI) is normally 6 weeks. A defendant will remain in the local jail during this time. Probation reports that, due to staff shortages and the complications of obtaining information, it is difficult to reduce the preparation time period.

The PSI report contents and requirements could be modified to reduce the time between the verdict date and sentence date. This could have an immediate impact on the jail population level. Two judges attending the mapping session thought the present reports could be modified in many cases and reduce the workload on the probation agencies. This indicates further discussion is needed to define specifics.

### County Court Probation

	PSI's	Revocations	Cases Supervised
1998	1,888	289	1,535
1999	2,117	476	2,067
2000	2,105	796	1,937

Table 9, County Court Probation Case Load

### **CRIMINAL RECORD PROCESSING**

The justice system in Lancaster County has two separate computer tracking systems. The District Court operates on a State (JUSTICE) system and the County Courts and all local law enforcement agencies operate on a local (CJIS) system. This dual system requires the data systems to interact or there would be one system that records the arrest but not a disposition. As related during the mapping exercise, the JUSTICE system on a routine and regular basis downloads disposition information to the local CJIS system. In addition, the Lancaster City Police Department has dispositions for all cases that originated in that agency.

### ***DATA/MANAGEMENT INFORMATION SYSTEMS AND COSTS***

Jail population cannot be effectively managed without an accessible, useful and consistent management information system. Whether manual or automated, it is necessary that the appropriate data be collected in the first place. VRJS found many cases where the system was established to track the progress of individual cases through the adjudication process. The requirements of a population management system often differ from this and the appropriate information cannot always be easily extracted from case records. The Lancaster County data system was found to be one of the better systems for comprehensive data and for County staff's ability to extract information. Many excellent reports are automatically drawn from the data monthly.

The structure and ease of data transfer among agencies in the County's system is good but the State Court's database lacks interface to transfer case information and summary data to the County's system. The State provides computer services to multiple jurisdictions within Nebraska, and must interface with a variety of software and hardware issues that are usually different in each county. The availability of data appropriate for routine tracking analysis within the court system computer is a hindrance to effective system monitoring and evaluation.

Data collection within each agency of the criminal justice system and coordination of the data should be improved. A coordinated effort of identifying the information needed for evaluation purpose must be made in the coming year. Each agency collects some data now; however, the data is often not useable by others nor shared for making planning decisions. Some agencies collect information but do not use the data for summary reports. Summary workload reports were not available from some agencies. Much could be done to improve data capture and reporting. The Criminal Justice Committee should focus on the integration of criminal justice data. Redundant data entry occurs in every agency and consumes considerable staff time.

# *Lancaster County*

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## **JAIL POPULATION NEEDS ASSESSMENT**

### **JAIL POPULATION NEEDS ASSESSMENT**

To develop the Needs Assessment of Lancaster County's jail and criminal justice system, VRJS analyzed correctional facility populations to understand the current users of the correctional facilities. The profile data provides important information to each of the subsequent planning steps. A profile of the inmate population describes criminal, adjudication, and behavioral, social, and demographic characteristics of the group at a specific point in time. A representative sample of inmates from the county's facilities was sampled for jail population data.

Data analysis of the inmate population was conducted as part of this Assessment in order to identify the size and type of facility required to respond to the needs of Lancaster County. The result of this analysis is to report such data regarding arrest and booking, release and transfer, and the type of offender that is using the Lancaster County Jail. The purpose of this report is to share this information with key criminal justice stakeholders and policy makers to assist them in the decisions needed to establish the policies, procedures, and development of a new facility and justice system as a whole.

### ***INTRODUCTION***

Lancaster County maintains two detention facilities. The Intake and Detention Facility (IDF) is the maximum-security facility. The structure for this facility was built in 1991 to replace the old county jail. The IDF has a capacity of 237, and is currently over capacity with an average daily population of 242.7<sup>5</sup>. The IDF is the County Detention admission and release area, where inmates admitted to the facility are housed in a separate reception unit prior to classification. Approximately 10,000 offenders are booked through the IDF per year. A food preparation area, courtroom and probation offices are also housed in the IDF.

The second detention facility in Lancaster County is the Lancaster Correctional Facility (LCF). The LCF houses both sentenced male and female offenders with a minimum/medium-security classification. Approximately one-half of the offenders housed at LCF are participating in a work or educational release program. The current dormitory style facility experienced an addition in 1992 to respond to crowding issues, and a renovation in 1995 to comply with Nebraska Jail Standards. Capacity of the LCF is 136, with a current average daily population of 144.

The number of offenders booked into the IDF, and the daily population figures of those held in both facilities indicate crowding issues that continue to grow. Gross numbers are just part of the analysis of the jail crowding issue, however. Each component of the detention operation must be examined to determine the impact of how these numbers affect the efficiency of the entire operation and how they impact the resources of each facility.

There are two dimensions to jail capacity, booking and housing. Booking entails bringing a defendant into custody for identification and documentation following a new arrest or arrest

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<sup>5</sup> Based on third quarter 2000 population statistics.

# *Lancaster County*

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## **JAIL POPULATION NEEDS ASSESSMENT**

resulting from an old/existing issue. The booking process requires adequate processing and holding space for those that may not remain in custody for a significant length of time. Housing requirements include the proper classification of individuals into safe and appropriate housing areas (including those that may have special needs or issues), and providing those inmates with living, sleeping and eating facilities appropriate to their classification. The following analysis focuses primarily on these two dimensions of the jail capacity issue, first examining who is booked into jail, what type of offender is immediately released and why, and ultimately, the type of inmate that is housed in one of the Lancaster County detention facilities, and for how long.

### ***DESCRIPTION OF DATA SOURCES***

Uniform Crime Reports supplied by the state of Nebraska provided arrest and offense data for the years 1995 through 1999. Arresting agency information is also included in this section, including arrest types for both Lincoln Police Department and Lancaster Sheriff's Office, which each agency provided.

Court Case Filings for both County and District Courts were supplied for sample years 1995, 1998, and 1999. Correlating court to jail data is not included in this report, as the courts are on a separate computer system from the jail, and currently there is not integration between law enforcement and the court system. Inferences to court data have been made wherever possible using existing jail data.

Lancaster County Jail Data files provided the bulk of the information for this report. The first database used was the 1999 Booking Database. This database included a sampling of every other offender booked into jail (n=4795) for the calendar year January 1 – December 31, 1999. A second booking database for the year 2000 was used to support the trends found in the 1999 Booking database. This 2000 Booking Database (n=5032) also used a sample of every other booking record for the calendar year 2000.

Additional Jail data was provided in the form of "Snapshots" of those in custody the first day of each month, April through August 2000. This Snapshot Database (n=2054) was used to supplement the trends found in the Booking Databases, and to analyze those offenders held in custody.

Monthly Status Reports dated 1975 through 2000<sup>6</sup> were tabulated to show comparisons of Average Daily Populations and Admissions for each facility.

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<sup>6</sup> Due to missing data for various months in this data source, averages have been used in certain instances.

# Lancaster County

## JAIL POPULATION NEEDS ASSESSMENT

### ARRESTS/OFFENSES

This section is compiled from the Uniform Crime Reports 1995 –1999 and the Lincoln Police Department and Lancaster County Sheriff Arrest Data.

#### UCR Data

The state of Nebraska supplies Uniform Crime Reports (UCR) based on arrests and offenses by county and state. The UCR breaks down crime by specific categories: Part I and Part II Crimes. For purposes of this report, a five-year analysis of the reports was conducted, 1995 - 1999<sup>7</sup>.

Crime rates relate the number of offenses to population. UCR population estimates are used in the following table to show crime rates for Lancaster County.

In 1999, Nebraska had a crime rate of 41.3 per 1,000 of population.

Year	Population	Crime Rate	Total Index	Index
		per 1,000	Crimes	Crimes
		Population		Cleared
1995	228,727	69.3	15,853	3,719
1996	230,937	67.7	15,629	3,942
1997	233,354	66.2	15,453	3,634
1998	235,537	65.3	15,391	3,543
1999	237,657	61.2	14,554	3,353

Table 10, Index Crime Rate

Offenses are individual unlawful acts reported to a law enforcement agency. An arrest is counted each time a person is taken into custody, summoned, notified or cited. “An offense can be cleared by arrest or by exceptional means. An offense can be cleared by arrest when the offender is identified, there is enough evidence to charge him, and he is actually taken into custody. The arrest of a person can clear several offenses, and several persons may clear one offense.”<sup>8</sup>

<sup>7</sup> Total 1999 offense totals for Larceny-Theft did not foot in UCR report. Used UCR totals in Index Table.

<sup>8</sup>Crime in Nebraska - 1999, Nebraska Crime Commission - Uniform Crime Reporting Section.

# Lancaster County

## JAIL POPULATION NEEDS ASSESSMENT

Clearance rates for Lancaster County showed an average of 24% for the past five years. This is consistent for the 1999 Nebraska clearance rate listed as 25.2%.

### Arrests v. Offenses

	1995		1996		1997		1998		1999	
	Arrests	Offenses	Arrests	Offenses	Arrests	Offenses	Arrests	Offenses	Arrests	Offenses
Total Adult	13111		13079		13374		14268		14448	
Total Juvenile	3877		4244		3982		3903		3955	
<b>Part I Offenses</b>										
Murder, Manslaughter		2	2	4	6	7	9	9	6	9
Death by Negligence									3	
Forcible Rape	24	81	27	87	45	100	24	100	43	92
Robbery	53	126	57	145	47	153	77	174	75	168
Aggravated Assault	268	1154	153	998	172	904	177	902	188	980
Burglary	180	2,064	205	2029	212	1982	212	2180	170	2073
Larceny - Theft	1697	11,842	1773	11764	1653	11684	1689	11464	1583	7635
Motor Vehicle Theft	68	491	102	543	92	575	76	521	90	548
Arson	42	93	38	59	18	48	48	41	67	50
<b>Part I Total</b>	<b>2332</b>	<b>15853</b>	<b>2357</b>	<b>15629</b>	<b>2245</b>	<b>15453</b>	<b>2312</b>	<b>15391</b>	<b>2225</b>	<b>11555</b>
<b>Part II Offenses</b>										
Simple Assault	2851		2745		2449		2392		2311	
Forgery	139		147		166		174		165	
Fraud	177		214		229		211		169	
Embezzlement	1		1		2		1		0	
Stolen Property Offenses	216		189		216		174		157	
Vandalism	859		895		840		937		774	
Weapons Violations	211		232		229		213		198	
Prostitution	4		11		1		7			
Sex Offenses	119		105		128		150		135	
Drug Abuse Violations	1028		1080		1234		1215		1336	
Gambling	12		9		12		19		2	
Offenses Against Family	556		461		537		564		542	
Driving Under the Influence	1216		1403		1419		1677		1863	
Liquor Law Violations	1296		1370		1432		1857		1773	
Disorderly Conduct	1515		1343		1536		1611		1744	
All Other Offenses	4448		4750		4680		4957		5009	
Curfew Violations	2		1							
Runaways	4				1					
<b>Part II Total</b>	<b>14654</b>		<b>14956</b>		<b>15111</b>		<b>16159</b>		<b>16178</b>	
<b>Grand Total</b>	<b>16986</b>		<b>17313</b>		<b>17356</b>		<b>18471</b>		<b>18403</b>	

Table 11, Arrests v. Offenses

Both Offense and Arrest data is collected for Part I Offenses in Nebraska. Total Part II Arrests and the number of Adult vs. Juvenile Arrests are included in this table also.

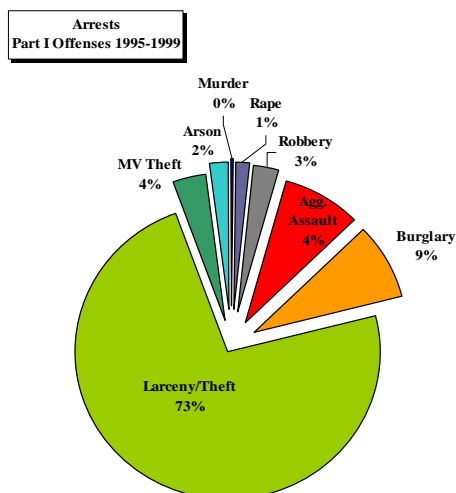


Chart 4, Part I Offenses

Part I Crimes include Criminal Homicide, Forcible Rape, Robbery, Aggravated Assault, Burglary, Larceny, Motor Vehicle Theft and Arson. These crimes serve as a common indicator of national crime trends, due to their seriousness and frequency.

These definitions are not the legal definitions as listed in the Nebraska Penal Code. These classifications are based on a uniform national system to classify similar offenses.



# Lancaster County

## JAIL POPULATION NEEDS ASSESSMENT

For years 1995 - 1999, Larceny/Theft showed the largest percentage of arrests (73%) of Part I Crimes in Lancaster County. Larceny was also listed as the highest percentage of Part I Crimes in Nebraska, representing 75% of 1999 arrests.

Part II Crimes are basically “all other” crimes, including Simple Assault, Forgery, Fraud, Embezzlement, Property Crimes, Weapons, Vice, Drugs, Gambling, Family, Liquor Laws, Disorderly, Sex Offenses, and “all other not classified”. Runaway and Curfew Laws broken by juveniles are also included in Part II crimes.

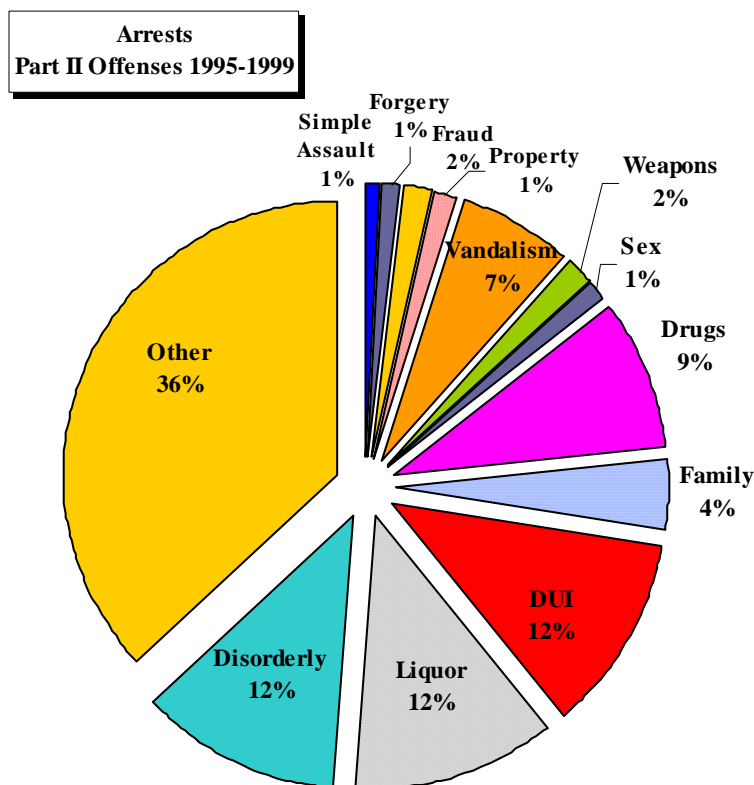


Chart 5, Part II Offenses

The categories of Embezzlement, Vice, and Gambling have been removed from this chart, as they represented less than 1% of the total.

The Nebraska 1999 Crime Commission reported that Part I offenses decreased by 10% from 1998, and Part II offenses decreased one percent for the same time period.

# Lancaster County

## JAIL POPULATION NEEDS ASSESSMENT

Though Part II Crimes have not decreased in Lancaster County, Part I Crimes have shown a decline since 1995.

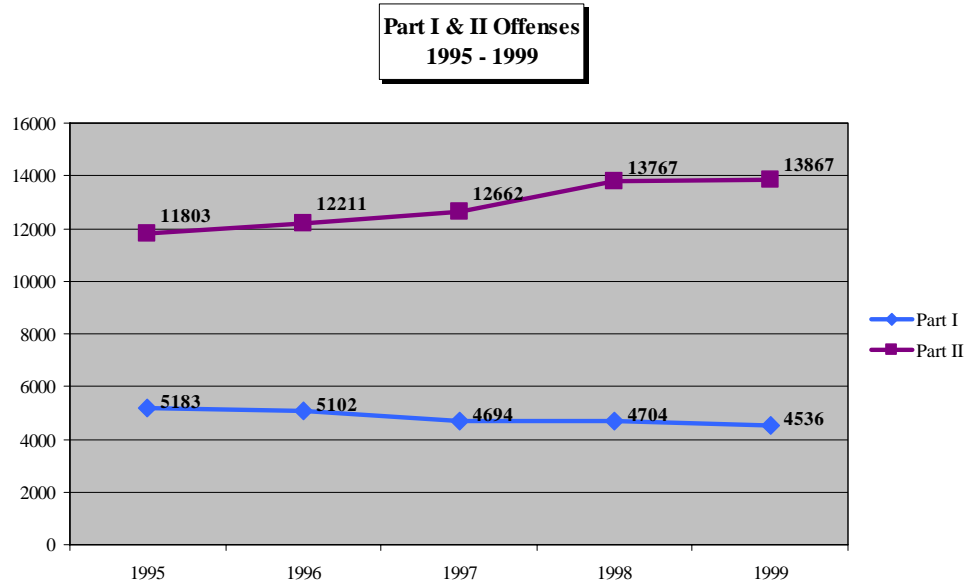


Chart 6, Part I & II Offenses

## UCR Arresting Agency Distribution

The UCR Reports included information regarding Arrests by Agency. The following table shows Arrest by Agency for all reporting Agencies in Lancaster County, as provided by the Uniform Crime Reports for the years 1995 through 1999.

<i>Arrests by Agency</i>		Sheriffs Office	Lincoln P.D.	UNL Campus Police	State Patrol	Total Lancaster County
1995	Part I Offenses	271	4859	46	7	5183
	Part II Offenses	774	10272	97	660	11803
	<b>1995 Total</b>	1045	15131	143	667	16986
1996	Part I Offenses	207	4853	35	7	5102
	Part II Offenses	955	10447	141	668	12211
	<b>1996 Total</b>	1162	15300	176	675	17313
1997	Part I Offenses	233	4424	33	4	4694
	Part II Offenses	1044	10694	222	702	12662
	<b>1997 Total</b>	1277	15118	255	706	17356
1998	Part I Offenses	179	4473	47	5	4704
	Part II Offenses	979	12176	165	447	13767
	<b>1998 Total</b>	1158	16649	212	452	18471
1999	Part I Offenses	212	4280	33	11	4536
	Part II Offenses	949	12344	165	409	13867
	<b>1999 Total</b>	1161	16624	198	420	18403
<b>Total All Years</b>		5803	78822	984	2920	88529

Table 12, Arresting Agency by Part I & II

# Lancaster County

## JAIL POPULATION NEEDS ASSESSMENT

Lincoln Police and Lancaster County Sheriff perform the most arrests in Lancaster County, and bring the most arrestees to be booked into Lancaster County's Intake and Detention Facility. Both agencies supplied additional information regarding offenses and arrests made by their agencies over the past years.

### Agency Data

#### *Lincoln Police Department*

Lincoln Police Department, as the highest contributor to the offenses/arrests made in Lancaster County, showed similar percentages as the UCR data, with a crime index of 68.5 for the years 1990 – 1999.

#### *Lincoln Police Department Arrests 1990 - 1999*

	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999
Felony Arrests	1371	1103	1258	1178	1284	1519	1621	1776	1909	1978
Misd Arrests	18980	16954	17207	15703	17304	18427	18124	17722	19271	19304
<i>Total Criminal Arrests</i>	20351	18057	18465	16881	18588	19946	19745	19498	21180	21282
DWI/DUI Arrests	1991	1610	1289	1098	1234	979	1124	1140	1425	1596

Table 13, Lincoln Police Arrests

Lincoln Police also report the number of arrests by Felony/Misdemeanor. Both types of arrests have increased since 1990, with felony arrests increasing by 44%. DWI/DUI arrests have decreased from the 1990 figure, however they show a steady increase over the past five years.

#### *Lancaster County Sheriff's Office*

#### *Lancaster County Sheriff's Office Statistical Information 1994 - 1999*

	1994	1995	1996	1997	1998	1999
DWI Arrests	111	81	119	143	189	182
Part I Crimes	569	587	579	531	499	593
Criminal Arrests	1131	945	1172	1500	1148	1157
Cases Cleared	142	153	129	118	105	103
Warrants Received	4375	4640	4482	4605	4196	3931
Warrant Arrests	2279	2342	2362	2432	2458	2204
Warrant Dispositions	4489	4604	4228	4430	4418	3796

Table 14, Sheriff Arrests

DWI/DUI arrests made by the Lancaster Sheriff's Office have also increased (almost 64% since 1994).

# Lancaster County

## JAIL POPULATION NEEDS ASSESSMENT

The Sheriff's data also shows the number of warrants their department received, the number disposed, and those arrested on a warrant. As seen in the following section of this report, based on the data taken from booking databases for the years 1999 and 2000, many offenders were brought into the Lancaster County Intake and Detention Facility on a warrant.

### ARRESTING AGENCY

Information taken from snapshot of offenders in custody 1<sup>st</sup> day of months Apr-Aug, 2000.

The first decision point in the criminal justice system that affects the jail is arrest. Arrest impacts both the booking process, and ultimately the housing population. There are multiple reasons for arresting agencies to bring individuals to the jail; new arrest, hold for another agency or jurisdiction, result of warrant issuance, and transport from court to serve a sentence.

The following table breaks out the number of those booked into the facility by hour to show at which hours of the day the booking area of the Intake and Detention Facility is most significantly affected. Fifty-five percent of the total bookings in the 1999 sample were booked between the early morning hours of midnight and 3:00am, and afternoons between 2:00pm and 7:00pm.

#### Booking Hour by Agency

Booking Hour	LINCOLN POLICE	LANCASTER COUNTY SHERIFF	OTHER	SELF	FEDERAL MARSHAL	NE STATE PATROL	all other <25	Grand Total	Percentage of Total	
12:01-12:59AM	219	26	1				10	2	258	5%
1	272	19	1				18		310	6%
2	259	23	2				29	3	316	7%
3	215	12					16	2	245	5%
4	135	5	2				3	2	147	3%
5	93	7					3	3	106	2%
6	45	21	2	1			2		71	1%
7	30	3	1	2			1	1	38	1%
8	53	7	3	2	1		2		68	1%
9	78	32	8	8	16		4	1	147	3%
10	97	44	12	10	37		2		202	4%
11	99	48	14	14	47		3	1	226	5%
12	110	35	21	10	26		2	1	205	4%
13	114	34	8	2	7		3	3	171	4%
14	126	64	3	1	17		6	2	219	5%
15	132	64	17	7	17		7	2	246	5%
16	113	42	76	33	10		6	2	282	6%
17	140	17	47	22	15		3	1	245	5%
18	164	15	38	46	2		5		270	6%
19	148	11	26	43	1		2	1	232	5%
20	148	20	10	14			6		198	4%
21	172	18	7	6			9		212	4%
22	161	17	1	4	1		10	1	195	4%
23	133	24	1	1			14	1	174	4%
<b>Grand Total</b>	<b>3256</b>	<b>608</b>	<b>301</b>	<b>226</b>	<b>197</b>	<b>166</b>	<b>29</b>		<b>4783</b>	<b>100%</b>
<b>Agency %</b>	<b>68%</b>	<b>13%</b>	<b>6%</b>	<b>5%</b>	<b>4%</b>	<b>3%</b>	<b>1%</b>		<b>100%</b>	

Source: 1999 Booking Database

Table 15, Booking Hour by Agency

# Lancaster County

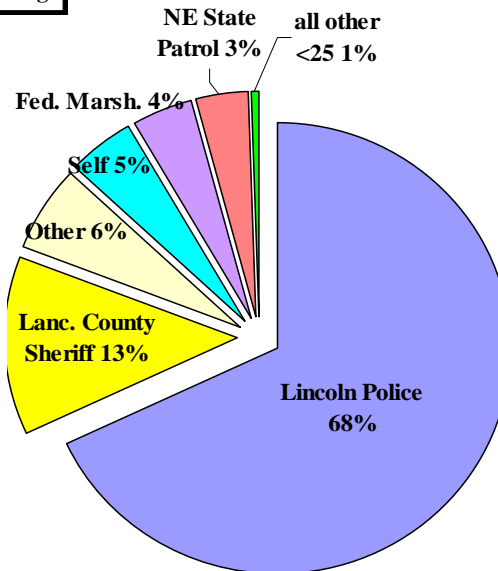
## JAIL POPULATION NEEDS ASSESSMENT

**Arresting Agency by 1999 Bookings**

The booking sample for 1999 was used to show gross percentages of offenders brought into jail by agency for that year.

Lincoln Police Department booked the largest number of offenders (68%). Lancaster County Sheriff (13%) contributed the next highest percentage of offenders entering the IDF.

The percentages were compared to the 2000 database. All percentages were within 1% of the 1999 figures, with the exception of Self (8%), Other (2%), and University of Nebraska showing 1%



Source: 1999 Booking Database

**Chart 7 Arresting Agency-1999 Bookings**

How an individual enters the facility is related to whether the issue is a new arrest or a pre-existing offense. Many individuals are booked into the facility as part of the duties of an agency, such as transportation or holds. There are different ways to interpret the reason an individual enters the Intake and Detention Facility; one way is to show the numbers of bookings by agency and intake status.

**Arresting Agency by Intake Status**

	LINCOLN POLICE	LANCASTER COUNTY SHERIFF	OTHER	SELF	FEDERAL MARSHAL	NE STATE PATROL	all other <25	Grand Total
<b>PRETRIAL</b>	62.27%	9.24%	0.44%	0.06%	0.02%	3.10%	0.49%	75.62%
<b>SENTENCED</b>	3.25%	3.02%	5.10%	4.64%	0.00%	0.06%	0.00%	16.07%
<b>HOLD</b>	2.59%	0.53%	0.57%	0.02%	4.13%	0.34%	0.13%	8.31%
<b>Grand Total</b>	68.11%	12.78%	6.12%	4.72%	4.15%	3.50%	0.61%	100.00%

Source: 1999 Booking Database

**Table 16, Arresting Agency by Intake Status**

The Federal Marshal brought in the most holds, while those in the “other” and “self” categories report to the facility to serve a sentence. The high number of pretrial offenders brought in by the Lincoln Police can be misleading, since the high percentages seem to indicate a new arrest. As seen in the following tables, however, many of these individuals are actually brought in under a warrant issued for a past offense.

# Lancaster County

## JAIL POPULATION NEEDS ASSESSMENT

### Agency by Record Type

Agency	Citation	Hold	Outside Sentencing	Outside Warrant	Court Remand	Local Sentencing	Warrant	Grand Total
Lincoln Police	33.05%	0.31%		1.57%	0.48%	1.82%	30.86%	68.10%
Lanc. County Sheriff	2.45%	0.59%		0.27%	0.33%	2.72%	6.34%	12.70%
Other	0.67%	0.46%	0.02%	0.10%	0.04%	5.13%	0.46%	6.88%
Self	0.08%	0.00%	0.04%	0.02%		4.56%	0.02%	4.73%
Fed. Marsh.	0.98%	2.87%			0.02%	0.06%	0.19%	4.12%
NE State Patrol	2.57%	0.15%		0.15%			0.61%	3.47%
<b>Total</b>	<b>39.81%</b>	<b>4.37%</b>	<b>0.06%</b>	<b>2.11%</b>	<b>0.88%</b>	<b>14.29%</b>	<b>38.47%</b>	<b>100.00%</b>

Source: 1999 Booking Database

Table 17, Arresting Agency by Record Type

Record types pertain to the most serious charge of the booking. Individuals brought in under a warrant represent almost one-half of those offenders brought in by Lincoln Police.

### Charge Group by Arresting Agency

	FEDERAL MARSHAL	LINCOLN POLICE	LANCASTER COUNTY SHERIFF	NE STATE PATROL	SELF	OTHER	Grand Total
Property		13.84%	3.11%	0.26%	0.76%	0.36%	18.32%
Motor Vehicle		11.40%	2.21%	1.02%	1.57%	0.58%	16.79%
Person		12.50%	2.33%	0.10%	0.96%	0.10%	15.99%
Public Order		13.88%	1.14%	0.14%	0.52%	0.20%	15.87%
Drug/Alc		5.70%	1.61%	0.44%	0.44%	0.24%	8.43%
DUI		1.32%	0.66%	1.34%	3.47%	0.50%	7.28%
Court		3.47%	1.40%	0.08%	0.14%	0.08%	5.16%
Warrants		2.63%	1.22%	0.38%		0.12%	4.35%
Confined	3.65%	0.30%	0.06%	0.02%	0.04%	0.22%	4.29%
Other		2.71%	0.54%	0.08%	0.16%	0.04%	3.53%
<b>Grand Total</b>	<b>3.65%</b>	<b>67.74%</b>	<b>14.27%</b>	<b>3.85%</b>	<b>8.05%</b>	<b>2.43%</b>	<b>100.00%</b>

Source: 2000 Booking Database

Table 18, Arresting Agency by Charge Group

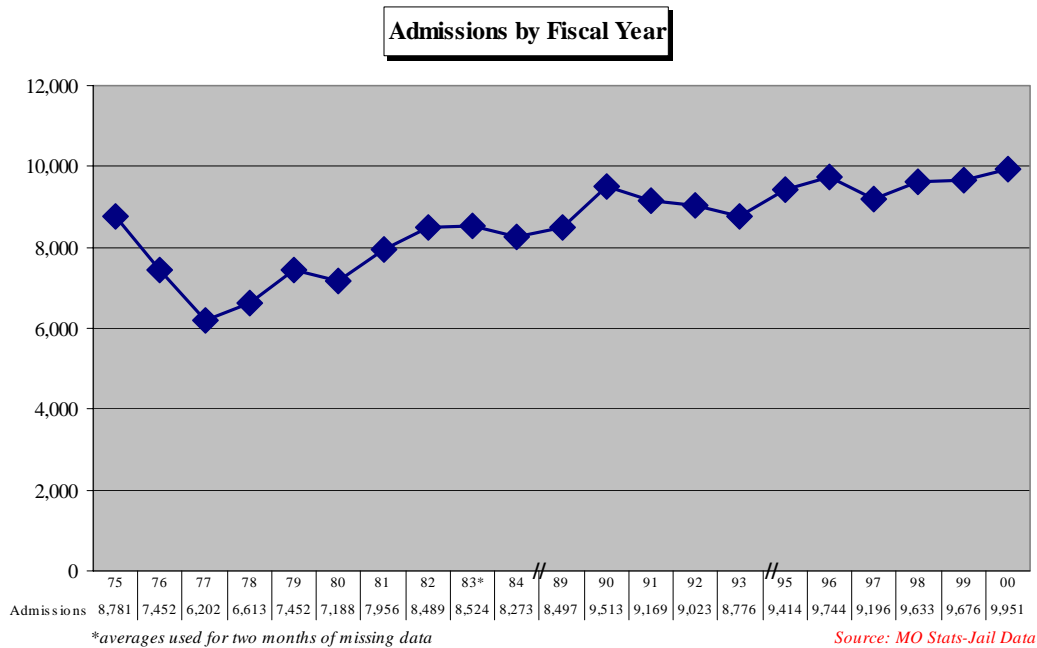
One element important to this analysis is to differentiate those brought in for a new arrest versus brought back to the facility under a previous charge. Based on this data, it appears that approximately 40% of those booked into the facility are new arrests, with the highest percentage brought to jail by Lincoln Police Department.

### ADMISSIONS TO THE FACILITY

Monthly Status Reports indicate the continuing growth in the number of admissions to the jail.

# Lancaster County

## JAIL POPULATION NEEDS ASSESSMENT



**Chart 8, Admissions by Fiscal Year**

Monthly admissions to the facility have been tallied by fiscal year to give an overview for the past twenty-five years. The years 1985 – 1989 and 1994 were missing from the data. Averages were used for two months in 1993 in order to present a continuous trend line.

### **Bookings by Entry Type 1989 - 2000**

	1989	1990	1991	1992	1993*	1995	1996	1997	1998	1999	2000
Total Number of Bookings	8497	9513	9169	9023	8776	9414	9744	9196	9633	9676	9951
Felony Arrests	1252	1198	1216	1282	1115	1260	1192	1103	1083	1164	1192
Misdemeanor Arrests	5341	6201	5917	5531	5534	6126	6459	5824	6248	6118	6344
Felons Sentenced	57	53	64	92	83	107	169	154	120	172	175
Misdemeanants Sentenced	2180	1563	1529	1576	1511	1316	1186	1338	1236	1230	1361
Held for Other Jurisdictions	509	498	453	542	533	606	738	783	946	992	899

\*missing May/June 93-used averages

*Source: Monthly Stats by Year - Jail Data*

**Table 19, Bookings by Entry Type**

The jail has seen an increase in all categories with the exception of Felony Arrests and Sentenced Misdemeanants<sup>9</sup>. Sentenced felons have increased significantly over the past 11 years (more than tripling), which significantly affects length of stay and average daily population of the jail.

<sup>9</sup> Data is taken directly from Jail statistical reports. Sum of all categories do not correspond with total number of bookings for each year. July 1989 sentenced misdemeanor data may be inaccurate.

# Lancaster County

## JAIL POPULATION NEEDS ASSESSMENT

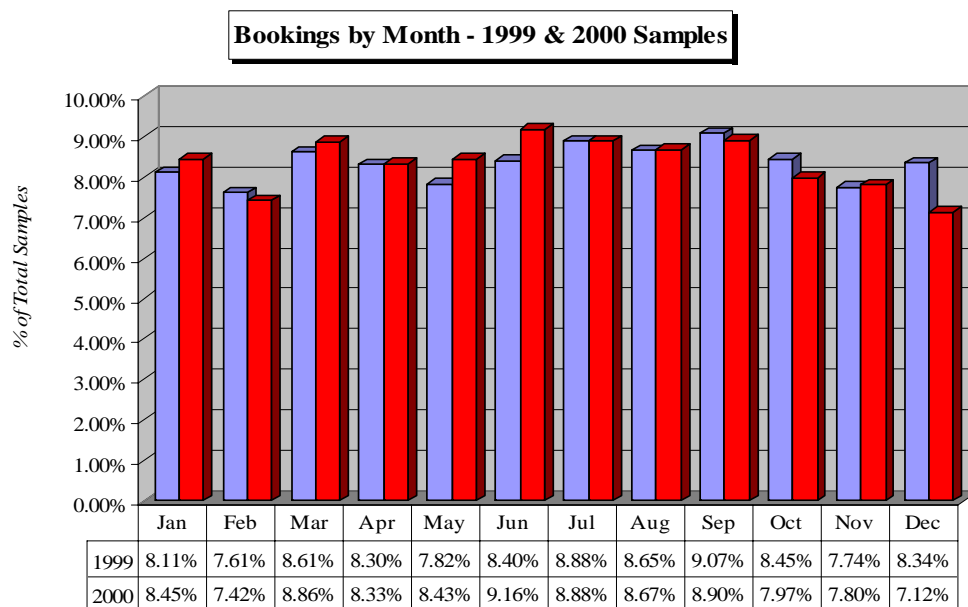
### BOOKING DATABASES

Sample of booking entries (every other entry) from calendar year 1999 and 2000

#### Population Review

The process of booking is the act of officially entering a defendant into custody, completing the arrest process. The booking process entails bringing a defendant into custody for identification and documentation following arrest. This part of the Intake and Detention Facility requires the resources necessary for processing the flow of defendants through all the booking steps; identification, seizure and documentation of defendant's property, fingerprinting, photographing, and ensuring that the appropriate holding facilities are available for each individual defendant.

The following tables use the booking database samples for the years 1999 and 2000. A sample of every other sequential booking record was selected to develop the sample databases. The bookings examined are based on each individual booking into the facility during the sample period, and includes repeat offenders.



Source: 1999/2000 Booking Databases

**Chart 9, Bookings by Month**

Monthly bookings for 1999 fluctuate, with higher seasonal activity over the summer months. The booking sample for 2000 shows the same seasonal activity.

Booking activity is increased over weekends. Jail officials respond to this weekend crowding by temporarily adding beds to each facility.



# Lancaster County

## JAIL POPULATION NEEDS ASSESSMENT

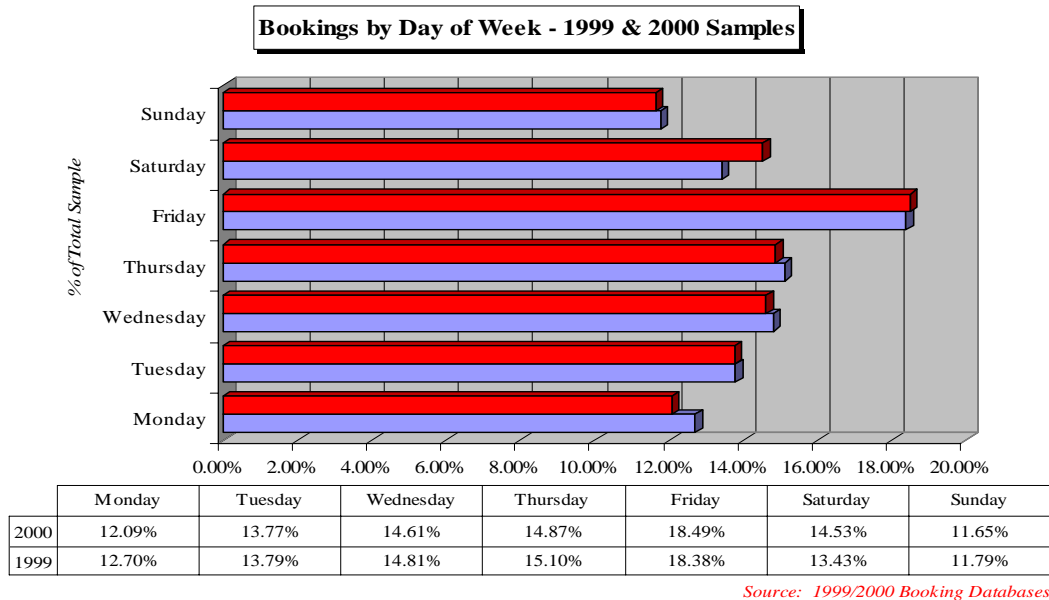


Chart 10, Bookings by Day of Week

### Intake Custody Status

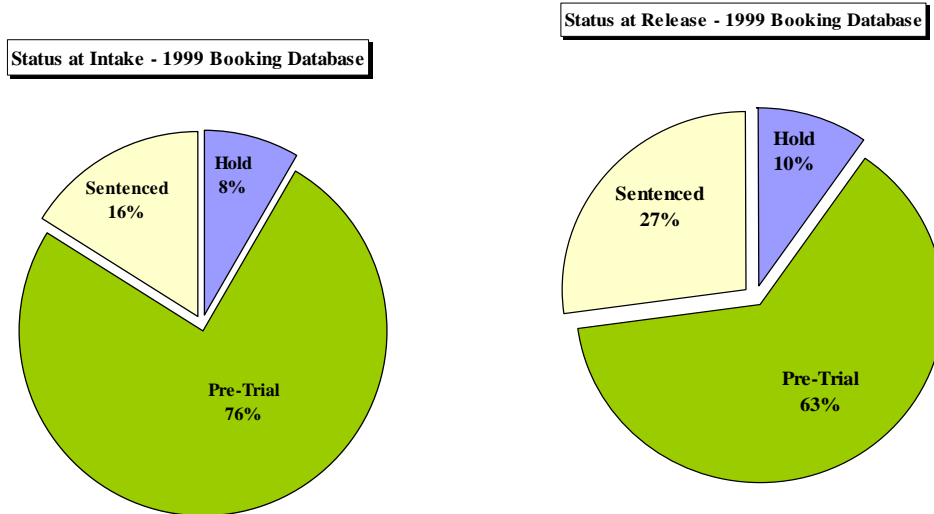


Chart 11, Intake Status

Chart 12, Release Status

Intake Status is shown based on the sample taken from the 1999 database. Seventy-six percent of the sample was booked into the facility as pre-trial. The Status at Release is adjusted to those sentenced while in custody, or possible adjustments from initial booking status. The percentages seen in 1999 were similar for 2000. The following tables use the 2000 data.

# Lancaster County

## JAIL POPULATION NEEDS ASSESSMENT

### *Intake/Release Status by Charge Group*

<i>Charge Category</i>	<b>HOLD</b>		<b>PRE-TRIAL</b>		<b>SENTENCED</b>	
	<i>Intake</i>	<i>Release</i>	<i>Intake</i>	<i>Release</i>	<i>Intake</i>	<i>Release</i>
Confined Other Auth	4.23%	4.27%	0.06%	0.04%	0.00%	0.00%
Court	0.04%	0.14%	4.19%	3.13%	0.94%	1.90%
Drug/Alc	0.02%	0.36%	7.62%	5.25%	0.80%	2.71%
DUI		0.02%	3.11%	2.53%	4.17%	4.75%
Motor Vehicle	0.04%	0.38%	14.55%	11.45%	2.19%	4.91%
Other	0.02%	0.10%	3.27%	2.53%	0.24%	0.88%
Person		0.30%	14.02%	11.57%	1.97%	4.19%
Property	0.10%	0.72%	16.57%	11.65%	1.65%	5.99%
Public Order	0.06%	0.40%	14.57%	9.56%	1.24%	5.89%
Warrants	2.99%	3.03%	1.36%	1.34%		
<i>% of Total Intake/Release</i>	7.50%	9.72%	79.31%	59.04%	13.20%	31.23%

*Source: 2000 Booking Database*

**Table 20, Intake/Release Status by Charge Group**

The charge categories of Public Order and Property represent the highest percentage difference from Pre-Trial to Sentenced. Disturbing the Peace (52%) and Refusing to Comply with Police/Resisting Arrest (33%) represent the highest percentages in the Public Order category. Trespass and Stealing less than \$300.00 each represent 15% of the Property category.

### *Status at Intake by Felony/Misdemeanor 1999/2000*

	<b>Hold</b>		<b>Pre-Trial</b>		<b>Sentenced</b>		<b>Grand Total</b>	
	<b>1999</b>	<b>2000</b>	<b>1999</b>	<b>2000</b>	<b>1999</b>	<b>2000</b>	<b>1999</b>	<b>2000</b>
<b>Felony</b>	0.14%	0.25%	13.43%	12.65%	1.81%	1.60%	15.37%	14.49%
<b>Misdemeanor</b>	0.23%	3.14%	68.66%	70.22%	15.74%	12.15%	84.63%	85.51%
<b>Grand Total</b>	0.37%	3.38%	82.09%	82.87%	17.55%	13.75%	100.00%	100.00%

*Source: 1999/2000 Booking Database*

**Table 21, Status at Intake by Felony/Misdemeanor**

Sixty-eight percent of the 1999 sample booked into the facility as pre-trial was classified as misdemeanor at intake<sup>10</sup>. Felonies at intake were slightly lower in the 2000-booking sample, with misdemeanor holds increasing from the previous year. The pre-trial category includes both citations and warrants.

<sup>10</sup> Percentages vary due to a number of Holds not assigned a Felony/Misdemeanor classification.

# Lancaster County

## JAIL POPULATION NEEDS ASSESSMENT

### Record Type by Most Serious Charge

Type	1999	2000
	Sample	Sample
Citation	39.82 %	46.75 %
Hold	4.36 %	5.25 %
Outside Sentencing	0.06 %	
Outside Warrant	2.11 %	3.54 %
Court Remand	0.88 %	1.41 %
Local Sentencing	14.36 %	13.48 %
Local Warrant	38.42 %	29.58 %
<b>Grand Total</b>	<b>100.00 %</b>	<b>100.00 %</b>

The record type for each booking record by most serious charge was also included in the databases.

Citations and Warrants represented the highest percentages for each booking sample.

Source: 1999/2000 Booking Databases

Table 22, Record Type by Most Serious Charge

### Special Issues at Intake

Behavior at Intake						
Issue Exists?	Emergency Treatment	Combative	Intoxicated- Alcohol	Intoxicated- Drugs	Suicidal	Abnormal Behavior
No	99.83%	95.31%	71.12%	95.82%	98.80%	99.08%
Yes	0.17%	4.69%	28.88%	4.18%	1.20%	0.92%

Issue Exists?	Existing Issues			Monetary Assistance		
	Mental Issues	Drug Problems	Alcohol Problems	Veterans	Social Security	Welfare
No	99.60%	95.01%	91.75%	99.03%	96.56%	97.36%
Yes	0.40%	4.99%	8.25%	0.97%	3.44%	2.64%

Booked offenders are subject to both observation by corrections officers and a number of questions to identify issues and assist in classification.

This table shows the result of these observations and questions of the offender at intake.

Source: 1999 Booking Database

Table 23, Special Issues at Intake

### CHARGES AGAINST OFFENDERS AT BOOKING

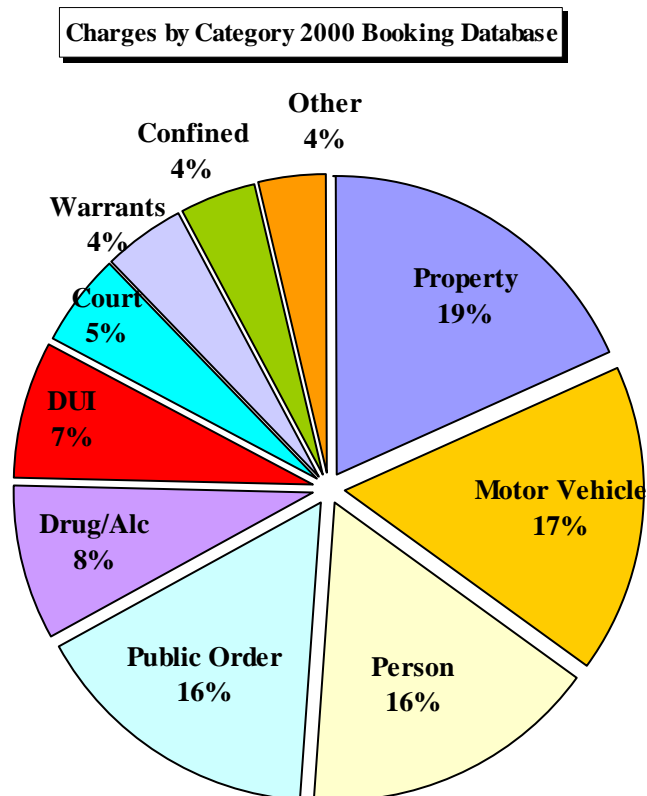
Charge groups in this section are the crime types set forth by the police department in the 2000 Booking Database. The police department codes included an "All Other" category; those charges have been further categorized in this and following sections. The charge listed is the most serious charge for each offender.

- The various crimes by general charge categories include:
- Drug/Alcohol (such as possession/sale of narcotics/alcohol)
- Confine (special arrangement for confinement)

# Lancaster County

## JAIL POPULATION NEEDS ASSESSMENT

- Court (failure to comply with court order: failure to support, violation of protection order)
- Warrant
- DUI (driving under influence, all levels)
- Motor Vehicle (traffic, suspended license)
- Person (assault, robbery, murder, domestic<sup>11</sup>, weapons)
- Property (burglary, theft, fraud)
- Public Order (uncooperative w/ police, criminal mischief, disturbing peace)



**Chart 13, Most Serious Charge**

The charge groups including Person, Property, Public Order and Motor Vehicle all fall within the same general percentages of the total population admitted to the facility for 2000 (16% - 19%).

<sup>11</sup> Domestic flags were indicated on 42% of the Person charges in 1999, 30% for 2000.

# Lancaster County

## JAIL POPULATION NEEDS ASSESSMENT

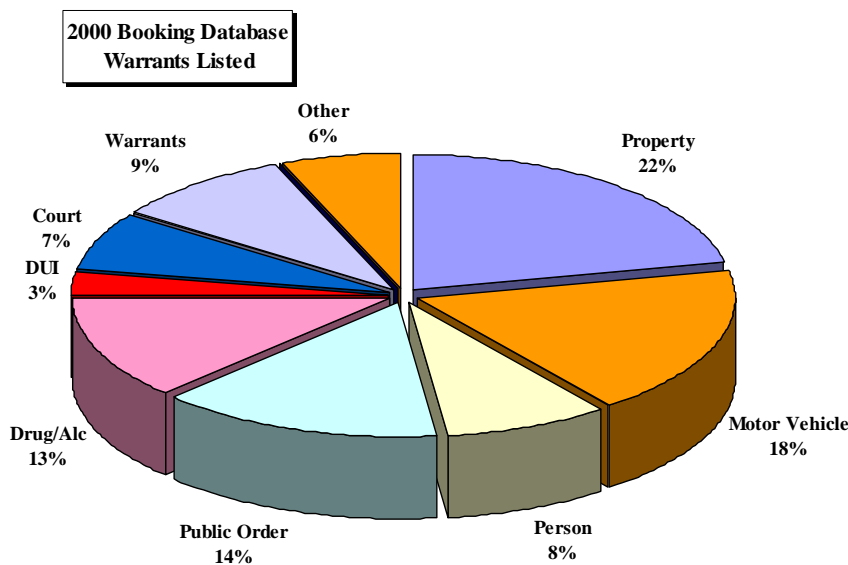


Table 24, Warrant Charge Type

Forty percent of the total database sample showed a warrant in conjunction with their charge. Property Crimes denote the highest percentage (22%) of those listed with a warrant.

Felony/Misdemeanor status at Intake was shown previously. The most serious charge also had a corresponding Felony/Misdemeanor status. Eighty-two percent of the charges were listed as misdemeanors, 13% were felony charges, 3% percent showed warrant, and 1.5% were listed as traffic.

### ***LENGTH OF STAY – BOOKED OFFENDERS***

The length of stay of offenders booked into the Intake and Detention Facility vary based on differing factors. This analysis of differentiating individual booking records by most serious charge can be misleading since offenders may be held on more than one charge. A booking record may list a less serious offense, but the length of stay reflects the presence of previous additional charges or perhaps a hold for another agency. Multiple offenders also may show up numerous times in the data sample, for initial arrest, sentencing, possibly not complying with a court order, and for an additional new offense.

As far as the jail is concerned, however, the number of separate booking events determines the impact on the jail and its resources. This analysis is therefore based on a (sample of every other) booking event and not individual people, to present an overview of the impact on the jail.

# Lancaster County

## JAIL POPULATION NEEDS ASSESSMENT

### Number of Times Individuals Booked

Bookings	# of Individuals 1999 Sample	# of Individuals 2000 Sample
1	2874	3008
2	522	253
3	170	181
4	50	52
5	18	23
6	5	7
7	3	2
8		3
10	1	2
12		1
No Name	16	22

Source: 1999/2000 Booking Databases

Table 25, Number of Times Booked

Most of the booking events selected for these samples show one individual booked a single time during the year.

However many individuals were booked multiple times during the booking sample; one individual was booked 10 separate times in the 1999 sample, and 12 times in the 2000 sample.

Keep in mind that this is a sample of bookings, representing every other booking record for each year.

### # of Charges Listed at Booking

Source: 1999/2000 Booking Databases

Each booking may have one or more charge listed, as shown in this table.

Each charge of a warrant counts as a separate charge.

63% of the bookings showed a single charge listed.

# of Charges Listed	% of Offenders 1999	% of Offenders 2000	# of Charges Listed	% of Offenders 1999	% of Offenders 2000
Zero	0.02%		Twelve	0.15%	0.14%
One	63.32%	63.61%	Thirteen	0.19%	0.12%
Two	17.06%	18.41%	Fourteen	0.23%	0.04%
Three	7.32%	7.33%	Fifteen	0.06%	0.06%
Four	4.21%	3.94%	Sixteen	0.04%	0.08%
Five	2.59%	2.54%	Seventeen	0.13%	
Six	1.46%	1.47%	Eighteen	0.02%	
Seven	0.96%	0.93%	Twenty	0.06%	
Eight	0.96%	0.52%	Twenty-Four	0.02%	0.02%
Nine	0.38%	0.36%	Twenty-Seven	0.02%	
Ten	0.50%	0.22%	Forty-Seven	0.02%	
Eleven	0.29%	0.22%	<b>Grand Total</b>	100.00%	100.00%

Table 26, # Charges Listed at Booking

There were 4,795 booking records in the 1999 sample database, and 5,032 in the 2000 sample database. Those staying in the facility one day or less were assigned a length of stay of 1 day for analysis purposes.

# Lancaster County

## JAIL POPULATION NEEDS ASSESSMENT

### Length of Stay by Charge Type

Length of Stay	Property	Motor Vehicle	Person	Public Order	Drug/Alc	DUI	Court	Warrants	Confined	Other	Grand Total
Up to 1 day	6.08%	7.42%	3.81%	7.36%	2.73%	1.87%	1.10%	2.11%	0.06%	1.97%	34.52%
2 days	3.35%	3.67%	2.99%	2.27%	1.60%	0.40%	1.28%	1.12%	0.44%	0.56%	17.67%
3 days	1.50%	1.14%	1.66%	1.30%	0.50%	0.82%	0.50%	0.42%	0.24%	0.12%	8.18%
4 days	0.96%	0.60%	0.74%	1.18%	0.66%	0.12%	0.36%	0.22%	0.24%	0.12%	5.18%
5 days	0.60%	0.54%	0.64%	0.46%	0.28%	0.20%	0.22%	0.10%	0.16%	0.04%	3.23%
6 days	0.62%	0.28%	0.36%	0.30%	0.34%	0.08%	0.06%	0.02%	0.30%	0.02%	2.37%
7 days	0.42%	0.30%	0.26%	0.30%	0.22%	1.10%	0.06%	0.04%	0.36%	0.08%	3.13%
8 - 14 days	1.12%	1.26%	1.38%	0.88%	0.68%	1.08%	0.36%	0.14%	1.38%	0.22%	8.47%
15 days - 1 mo	1.14%	0.72%	1.22%	0.82%	0.48%	0.98%	0.48%	0.14%	0.80%	0.14%	6.90%
1 - 3 mo	1.46%	0.68%	1.60%	0.78%	0.54%	0.46%	0.40%	0.04%	0.32%	0.14%	6.40%
3 - 6 mo	0.80%	0.14%	0.78%	0.18%	0.28%	0.10%	0.28%			0.08%	2.63%
6 mo - 1 yr	0.28%	0.06%	0.56%	0.06%	0.12%	0.08%	0.08%			0.04%	1.28%
over 1 year	0.02%		0.02%								0.04%
<b>% of Total</b>	18.33%	16.79%	15.99%	15.87%	8.41%	7.28%	5.16%	4.35%	4.29%	3.53%	100.00%

Source: 2000 Booking Database

Table 27, Length of Stay by Charge Type

Thirty-five percent of the offenders booked into the facility were booked and then released in less than one day. Of this group, 54% were released in three hours or less.

### Length of Stay by Charge Type

#### Stay of Less than One Day

Up to Hour of Stay	Property	Motor Vehicle	Person	Public Order	Drug/Alc	DUI	Court	Warrants	Confined	Other	Grand Total
Up to 1 hour	2.02%	2.43%	0.92%	2.54%	1.39%	0.40%	0.17%	0.81%		1.10%	11.79%
2 hours	3.93%	6.07%	2.48%	6.70%	1.96%	2.02%	0.40%	1.27%		1.85%	26.69%
3 hours	3.06%	2.95%	1.91%	3.29%	1.33%	0.69%	0.12%	1.27%	0.06%	0.64%	15.31%
4 hours	1.39%	2.31%	0.46%	1.56%	0.58%	0.40%	0.40%	0.58%	0.12%	0.87%	8.67%
5 hours	0.98%	1.33%	0.58%	0.64%	0.23%	0.17%	0.23%	0.29%		0.29%	4.74%
6 hours	0.75%	0.75%	0.58%	0.58%	0.23%	0.06%	0.58%	0.23%		0.17%	3.93%
7 hours	0.58%	0.40%	0.46%	0.69%	0.58%	0.17%	0.06%	0.06%		0.06%	3.06%
8 hours	0.46%	0.35%	0.06%	0.46%	0.29%	0.17%	0.12%	0.35%		0.12%	2.37%
9 hours	0.69%	0.75%	0.06%	0.46%	0.12%	0.12%	0.23%	0.23%		0.06%	2.72%
10 hours	0.35%	0.23%	0.23%	0.46%	0.17%	0.17%	0.17%	0.12%		0.12%	2.02%
11 hours	0.64%	0.35%	0.17%	0.75%	0.06%	0.06%		0.12%			2.14%
12 hours	0.52%	0.58%	0.17%	0.69%	0.29%	0.23%	0.06%	0.12%		0.12%	2.77%
13 hours	0.46%	0.23%	0.35%	0.40%	0.06%	0.06%	0.06%	0.23%		0.06%	1.91%
14 hours	0.17%	0.40%	0.46%	0.52%	0.12%	0.17%	0.12%	0.06%		0.06%	2.08%
15 hours	0.52%	0.46%	0.40%	0.35%	0.06%	0.06%	0.06%	0.17%		0.12%	2.20%
16 hours	0.40%	0.52%	0.35%	0.52%	0.17%	0.12%	0.12%	0.06%		0.06%	2.31%
17 hours	0.29%	0.87%	0.17%	0.35%	0.06%	0.17%	0.12%				2.02%
18 hours	0.17%	0.23%	0.58%	0.17%	0.12%	0.12%	0.12%				1.50%
19 hours	0.06%	0.12%	0.35%	0.12%	0.12%	0.06%					0.81%
20 hours		0.06%	0.17%				0.06%	0.06%		0.06%	0.40%
21 hours	0.06%	0.12%	0.06%					0.06%			0.29%
22 hours	0.06%		0.06%	0.06%				0.06%			0.23%
23 hours	0.06%										0.06%
<b>Grand Total</b>	17.62%	21.49%	11.03%	21.32%	7.91%	5.43%	3.18%	6.12%	0.17%	5.72%	100.00%

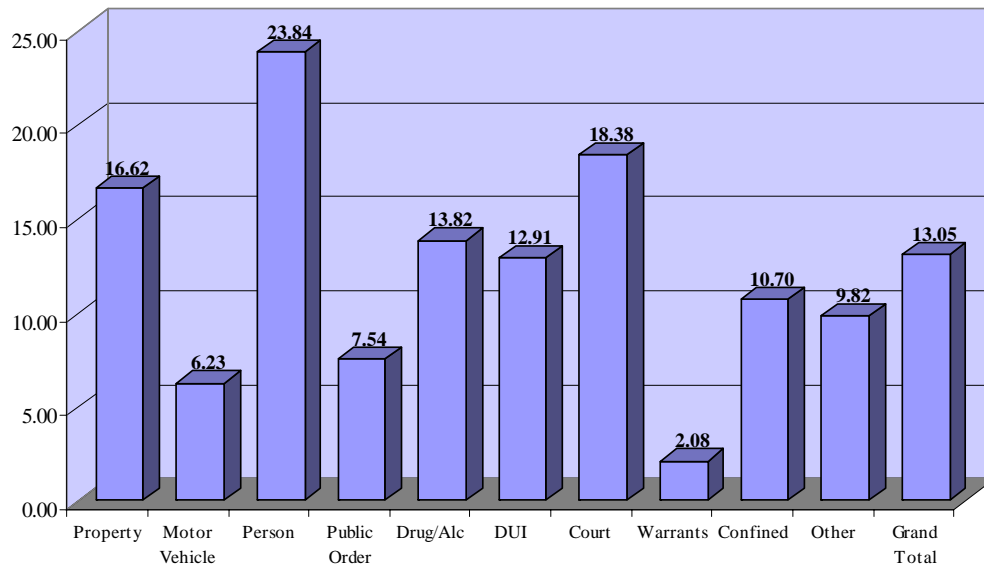
Source: 2000 Booking Database

Table 28, Length of Stay Less Than One Day

# Lancaster County

## JAIL POPULATION NEEDS ASSESSMENT

**Average Length of Stay by Charge Type**



Source: 2000 Booking Database

**Table 29, Average Length of Stay by Charge Type**

The average length of stay for the 2000 booking database sample was 13 days, which is consistent with the 1999 booking sample. Extreme lengths of stay affect this average, and the factors mentioned earlier.

**Length of Stay by Intake/Release Status 1999**

Length of Stay	HOLD		PRE-TRIAL		SENTENCED	
	Intake	Release	Intake	Release	Intake	Release
Up to 1 day	89	88	1524	1484	74	115
2 days	57	57	680	618	55	117
3 days	28	31	261	191	94	161
4 days	15	19	197	148	31	76
5 days	13	15	126	78	17	63
6 days	8	11	88	52	17	50
7 days	26	29	73	45	66	91
8 - 14 days	89	99	198	115	122	195
15 days - 1 mo	62	72	169	110	126	175
1 - 3 mo	10	34	179	92	98	161
3 - 6 mo		9	56	39	48	56
6 mo - 1 year	1	3	29	18	19	28
over 1 year			5	3		2
<b>Grand Total</b>	<b>398</b>	<b>467</b>	<b>3585</b>	<b>2993</b>	<b>767</b>	<b>1290</b>

Source: 1999 Booking Database

Note: totals are shown for trend analysis only

**Length of Stay by Intake/Release Status 2000**

Length of Stay	HOLD		PRE-TRIAL		SENTENCED	
	Intake	Release	Intake	Release	Intake	Release
Up to 1 day	99	99	1588	1479	45	127
2 days	63	65	795	641	34	186
3 days	23	33	318	181	70	196
4 days	18	23	222	125	20	112
5 days	12	18	130	73	20	71
6 days	15	20	94	45	10	54
7 days	20	25	61	30	76	102
8 - 14 days	73	93	260	122	96	214
15 days - 1 mo	40	54	182	78	125	215
1 - 3 mo	15	48	203	98	105	177
3 - 6 mo	1	9	86	48	46	76
6 mo - 1 yr		2	49	32	15	30
over 1 year			2	2		
<b>Grand Total</b>	<b>379</b>	<b>489</b>	<b>3990</b>	<b>2954</b>	<b>662</b>	<b>1560</b>

Source: 2000 Booking Database

Note: Totals are shown for trend analysis only

**Table 30, Length of Stay by Intake/Release Status**

Intake and release status affect lengths of stay; however, these charts illustrate the change in status while in custody to determine how quickly those are sentenced while held in custody.



# Lancaster County

## JAIL POPULATION NEEDS ASSESSMENT

Further data regarding this trend is needed to show how quickly offenders are arraigned after initial pre-trial admittance to the facility.

*Average Length of Stay by Record Type and Number of Charges*

<i>Record Type</i>												<i>Column Totals</i>
<i>Type</i>	<i>Charge Group</i>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>	<b>8</b>	<b>9</b>	<b>10 or more</b>	
<b>Citation</b>	Property	11.39	18.29	23.96	16.82	27.52	60.40	36.88	9.72	9.94	68.28	14.78
	Motor Vehicle	1.20	9.48	7.20	12.77	6.73	7.53	1.39	65.02	23.62	9.29	4.35
	Person	14.35	33.42	28.44	45.27	90.80	79.82	6.20	29.48	115.05	58.51	21.86
	Public Order	2.60	9.11	16.83	12.07	14.06	14.28	18.62	61.86		25.65	5.34
	Drug/Alc	13.41	24.19	12.13	4.10	44.44	77.15	1.66	2.46			16.26
	DUI	0.78	5.51	54.85	11.38	48.86				0.79		7.75
	Court	18.65	13.83	14.87	21.68			149.82				19.18
	Other	5.64	0.38	25.09	78.56	8.16	0.53					9.78
<b>Total Citation</b>		8.17	17.87	19.85	23.59	35.45	42.29	20.00	36.83	35.52	29.83	12.35
<b>Warrant</b>	Property	10.22	7.44	14.51	14.08	26.96	8.90	17.88	0.10		44.41	11.35
	Motor Vehicle	2.70	2.05	3.03	3.95	5.94	12.54	9.51	4.57		8.19	4.19
	Person	16.17	19.95	18.73	12.92	25.60	6.56	37.85				17.99
	Public Order	3.33	3.62	10.07	5.41	27.16	29.93	2.48	14.19		39.66	5.99
	Drug/Alc	1.86	4.46	6.22	5.91	9.04	7.40	22.23	3.88	75.93	24.14	5.14
	DUI	5.67	2.98	101.88	22.78		31.33					9.27
	Court	10.20	41.62	3.28	4.81	0.34	54.64		9.06			13.88
	Warrants	1.90	0.91	1.83	0.48	0.11						1.79
<b>Total Warrant</b>		6.02	6.68	10.83	9.64	13.74	17.62	14.33	6.43	82.90	19.62	8.00
<b>Grand Total</b>		7.47	11.71	15.05	15.80	23.05	29.76	16.62	21.03	51.31	23.45	10.55

Source: 2000 Booking Database

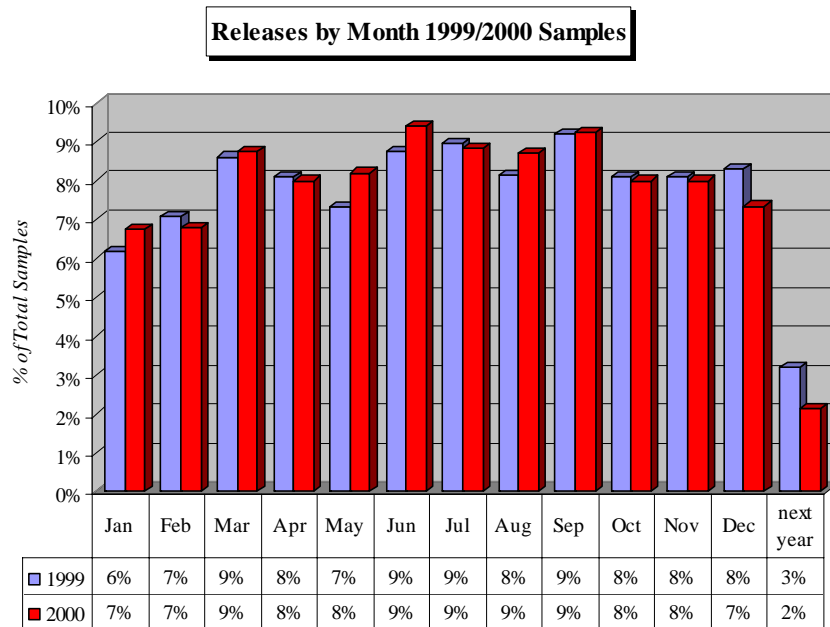
**Table 31, ALOS by Record Type/# of Charges**

Two factors affecting length of stay include how offenders enter the facility, and the number of charges listed for each booking record. Prior analysis shows the record types of Citations and Warrants representing 81% of the total database. This table takes those two record types and the number of charges listed at booking and shows how they affect length of stay. This table also shows the large range between length of stay and types of offenses.

# Lancaster County

## JAIL POPULATION NEEDS ASSESSMENT

### RELEASE FROM FACILITY



Source: 1999/2000 Booking Databases

Chart 14,, Release by Month

Releases from the facility correspond with the seasonal bookings seen in the first part of this analysis.

#### Type of Release by Percentage/ALOS

Release Type	1999 Sample	ALOS 1999	2000 Sample	ALOS 2000
Release to Resp. Party	0.96%	1.09	0.88%	1.09
Transferred to Juvenile Facility			0.02%	1.00
Release Own Reog.	0.06%	4.67	0.06%	1.67
Release by Order	3.84%	10.31	3.51%	7.33
Release to Atty.	0.13%	5.50	0.06%	1.33
Release to Outside Agency	10.78%	24.47	10.80%	26.65
Served Time	9.55%	41.86	10.96%	35.80
Charges Dismissed	0.33%	31.06	0.26%	37.69
Released Time Payment	1.59%	5.37	2.87%	6.62
Served Fine	10.72%	13.93	9.89%	11.89
Other	0.40%	1.05	0.44%	2.32
Misd. Pre-Arraig Bond	24.11%	1.23	22.80%	1.36
Misd Court Bond	15.27%	4.82	15.37%	5.12
Paid Waiver	0.38%	3.78	0.40%	1.40
Paid Court Fines	12.49%	13.08	13.18%	7.92
Felony Pre-Arraig Bond	1.42%	1.25	1.32%	2.03
Felony Court Bond	6.41%	20.64	5.76%	15.10
Outside County Bond	1.36%	6.20	1.34%	2.94
Book & ID Release	0.21%	1.00	0.06%	1.00

Table 32, Release by Percentage/ALOS

Source: 2000 Booking Database

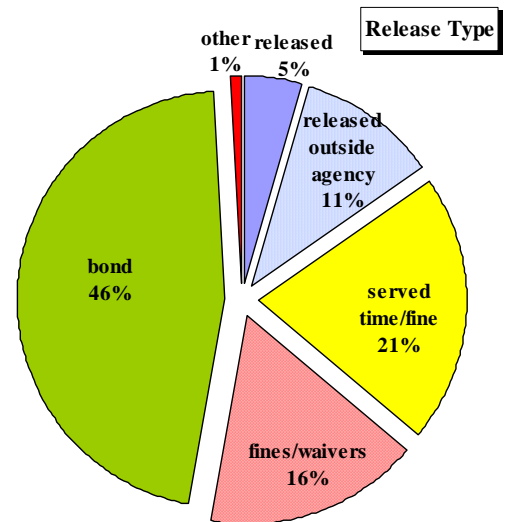


Chart 15, Release Type

# Lancaster County

## JAIL POPULATION NEEDS ASSESSMENT

### Bond Type by Charge Group

	Full Cash Bond	Hold for Court	Percentage (10% ) Bond	Personal Recognizance	Release w/o Bond	Grand Total
Property	0.11%	0.66%	14.31%	1.70%	0.48%	17.26%
Motor Vehicle	0.11%	0.07%	17.00%	2.65%	1.44%	21.28%
Person	0.04%	0.48%	16.74%	1.18%	0.26%	18.69%
Public Order	0.04%	0.11%	12.24%	0.44%	0.48%	13.31%
Drug/Alc		0.18%	5.75%	0.41%	0.22%	6.56%
DUI	0.04%	0.04%	3.72%	0.22%	0.15%	4.17%
Court	0.29%	0.04%	2.54%	0.18%	0.66%	3.72%
Warrants	1.55%	2.25%	2.25%			6.05%
Confined		5.75%				5.75%
Other		0.04%	2.88%	0.18%	0.11%	3.21%
Grand Total	2.18%	9.62%	77.43%	6.97%	3.80%	100.00%

Source: 2000 Booking Database

Table 33, Bond Type by Charge Group

Bond type was listed for approximately 54% of the total offenders booked into the facility for 2000.

This category seems to replicate the Release Type category, though it does show the higher number of percentage bonds used.

### Demographic Profile of People Booked

The booking database includes a variety of demographic information for each booking event. The following profile shows demographics based on the 1999 sample database, consistent with the percentages the 2000 sample. Multiple offenders are included in this profile.

Age group: The age range of the sample population was from age 18 to 76. The highest percentage of booked offenders fell between the ages of eighteen and thirty-nine, with those offenders between the ages of 18 and 21 representing 21% of the total.

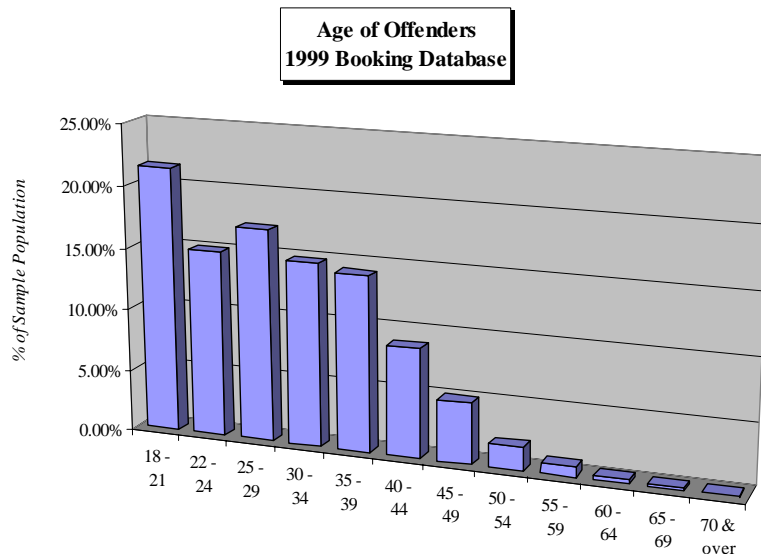


Chart 16, Offender Age

# Lancaster County

## JAIL POPULATION NEEDS ASSESSMENT

### Race/Gender of Offenders

RACE	GENDER		
	% Female	% Male	% of Race
American Indian	1.21%	2.19%	3.40%
Asian	0.17%	2.15%	2.31%
Black	3.27%	18.39%	21.67%
Hispanic	0.94%	7.70%	8.63%
White	12.85%	51.14%	63.98%
	18.44%	81.56%	100.00%

Source: 1999 Booking Database

Table 34, Offender Race/Gender

Racial/Ethnic Group:  
Sixty-four percent of those in the 1999 sample population were White, twenty-two percent were African American, nine percent were Hispanic, three percent were American Indian, and two percent were Asian.

Gender: Eighty two percent of the sample population were male, and eighteen percent were female.

Employment: This data was not captured for the entire 1999 sample database. Of the almost seven percent where employment was indicated, most were listed as unskilled labor.

### Employment of Offenders

Type of Employment	% of Sample
UNKNOWN	93.26%
PROFESSIONAL/TECHNICAL	0.23%
MANAGEMENT/ADMINISTRATION	0.15%
FARMER/RANCHER	0.02%
SALES	0.29%
SKILLED LABOR	1.84%
CLERICAL	0.08%
UNSKILLED LABOR	2.94%
SELF EMPLOYED	0.38%
OTHER EMPLOYED	0.44%
UNEMPLOYED	0.38%
<b>Grand Total</b>	<b>100.00%</b>

Source: 1999 Booking Database

Table 35, Employment

### NE City of Residence by Offender

City	% of Sample
LINCOLN	88.45%
OMAHA	3.01%
GRAND ISLAND	0.87%
CRETE	0.49%
HICKMAN	0.42%
ROCA	0.33%
WAVERLY	0.24%
all other under 10 entries	6.19%
<b>Grand Total</b>	<b>100.00%</b>

Source: 1999 Booking Database

Table 36, Residence

Residence: Ninety-five percent of those in the data sample of 1999 booking records listed Nebraska as their place of residence. Eighty-eight percent of Nebraska residents listed Lincoln, Nebraska as their city of residence. Omaha was the second highest, representing three percent of Nebraska offenders.

# Lancaster County

## JAIL POPULATION NEEDS ASSESSMENT

### Snapshots of Those in Custody

Snapshot of Offenders in Custody 1<sup>st</sup> Day of Months Apr-Aug, 2000

The following information is taken from data “snapshots” of those held in custody on the first day of the month for the months April through October 2000. This data is used to confirm and compare trends seen in the sample booking database analysis.

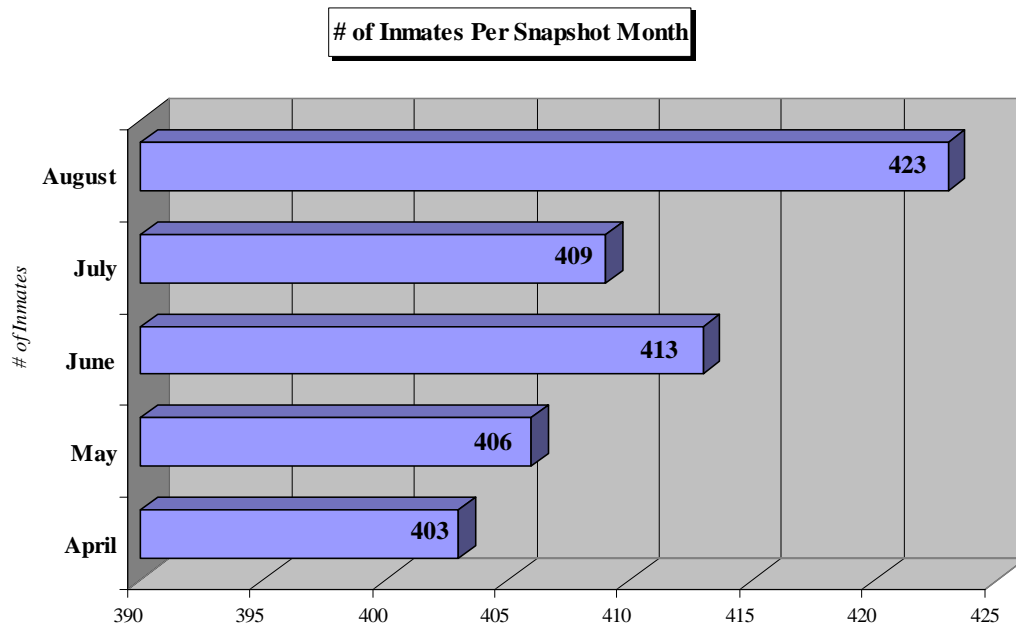


Chart 17, # Inmates by Snapshot Date

The population incarcerated on the snapshot dates correlates with the ADP recorded for both facilities for FY00

There were inmates who remained in custody for all of the snapshot dates. Six percent of the inmate population remained incarcerated during the entire five months, however 62% were incarcerated for only one month during the snapshot dates examined.

### *Inmates Incarcerated During Snapshot Months*

	5 Months	4 Months	3 Months	2 Months	1 Month	Total
# of Inmates	75	65	99	200	722	1161
% of Total	6.46%	5.60%	8.53%	17.23%	62.19%	100.00%

Table 37, Inmates Incarcerated During Snapshot Months

# Lancaster County

## JAIL POPULATION NEEDS ASSESSMENT

The booking database included the status of offenders at intake and release. The snapshots of those in custody indicated only intake status. As seen in this chart, sentenced offenders made up a higher percentage of the population in custody than those in the booking database.

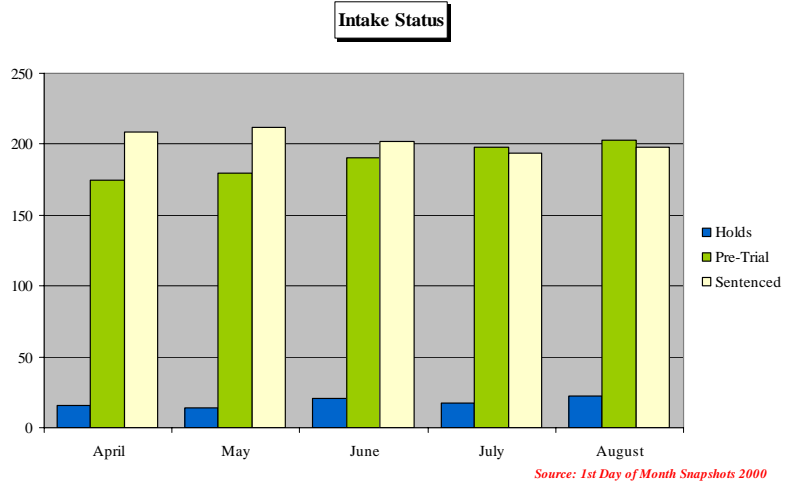


Chart 18, Intake Status

### Status at Intake by Felony/Misdemeanor

	Intake Status	April	May	June	July	August	Average %
<b>Felony</b>	Hold	0.51%				0.98%	0.75%
	Pre-Trial	27.18%	29.15%	30.30%	29.87%	30.88%	29.49%
	Sentenced	10.77%	10.55%	12.88%	11.90%	12.25%	11.68%
	<b>Total Felony</b>	38.46%	39.70%	43.18%	41.77%	44.12%	41.47%
<b>Misd.</b>	Hold	1.03%	1.51%	1.01%	0.76%	0.74%	1.01%
	Pre-Trial	17.69%	16.08%	17.68%	20.25%	18.87%	18.12%
	Sentenced	42.82%	42.71%	38.13%	37.22%	36.27%	39.41%
	<b>Total Misdemeanor</b>	61.54%	60.30%	56.82%	58.23%	55.88%	58.53%
		100.00%	100.00%	100.00%	100.00%	100.00%	100.00%

*Source: 1st Day of Month Snapshots 2000*

Chart 19, Intake Status by Felony/Misdemeanor

Those in custody showed a closer mix of felons and misdemeanants.

Averages are shown due to the same offenders remaining in custody over the entire sample period.

### Record Type of Those in Custody

Record Type	April	May	June	July	August	Average %
Citation	154	166	178	176	188	42.05%
Hold	16	15	20	17	23	4.44%
Outside Sentence			4		2	0.73%
Court Remand	4	4	6	6	8	1.37%
Local Sentence	138	129	113	127	122	30.68%
Local Warrant	90	91	91	82	79	21.12%
<b>Grand Total</b>	402	405	412	408	422	99.95%

Table 38, Record Type

# Lancaster County

## JAIL POPULATION NEEDS ASSESSMENT

The record type for the most serious charge is similar to the booking database record types, however the local sentence category shows a higher percentage (30.68% vs. 13.48%). Outside warrant record type is not included in the snapshot database. Averages are used to show trends for the entire snapshot database.

### Total Number of Charges for Each Inmate

# of Charges	April # of Inmates	April ALOS	May # of Inmates	May ALOS	June # of Inmates	June ALOS	July # of Inmates	July ALOS	August # of Inmates	August ALOS	Grand Total
Not Listed	1	724.01	1	724.01	1	724.01	1	724.01	1	724.01	5
1	208	104.26	210	101.65	214	102.59	206	111.08	208	113.55	1046
2	77	149.88	84	149.65	91	145.72	98	134.00	102	133.02	452
3	47	121.76	42	128.94	40	139.69	36	125.17	37	127.41	202
4	16	147.36	15	151.02	19	109.50	21	96.65	20	123.45	91
5	17	160.61	13	179.16	14	183.31	20	158.53	20	174.02	84
6	8	211.92	12	146.55	13	136.78	14	139.32	15	148.25	62
7	11	146.19	11	120.99	6	130.40	3	192.93	5	130.57	36
8	3	81.89	3	61.84	8	63.89	3	93.82	2	125.38	19
9	6	137.64	3	131.91	1	119.17	4	138.18	4	168.83	18
10	3	141.26	2	72.10					1	108.99	6
11	3	174.15	3	113.38	2	104.90			3	106.36	11
12			1	233.38	1	233.38	1	233.38	2	126.84	5
13			2	46.49	1	63.85			1	51.64	4
14	1	30.33	1	30.33							2
15	1	55.65	1	55.65					1	32.19	3
16	1	201.49	2	122.52	1	43.69	1	78.67	1	78.67	6
17							1	11.88			1
18					1	9.99					1
Grand Total	403	124.99	406	121.83	413	120.88	409	122.57	423	125.82	2054

Source: 1st Day of Month Snapshots 2000

Table 39, # of Charges

The number of charges and average length of stay for each offender in custody are shown here. Approximately half of the inmate population had one charge listed against them, versus the booking population that showed a total of 63% with one charge listed. As seen in the booking database, the number of charges affects the length of stay in the facility. The exceptions are those with a large number of charges due to numerous warrants/failure to appear charges attached to a less serious listed offense (such as traffic).

As in the booking database, each charge of a warrant is listed as a separate charge. The following section uses the most serious charge listed against the inmate.

# Lancaster County

## JAIL POPULATION NEEDS ASSESSMENT

### Charges and Average Length of Stay by Month

Charge Group	April # of Inmates	April ALOS	May # of Inmates	May ALOS	June # of Inmates	June ALOS	July # of Inmates	July ALOS	August # of Inmates	August ALOS	ALOS by Charge
Court	32	115.06	40	96.58	38	96.54	26	129.35	29	130.70	111.31
Drug/Alc	33	90.67	30	88.82	36	76.38	33	108.21	40	100.88	93.10
DUI	38	71.37	40	66.33	30	73.76	30	76.23	27	80.98	73.04
Motor Vehicle	39	84.13	37	63.10	42	74.31	37	75.50	30	98.55	78.31
Other	24	57.39	18	83.27	29	55.22	24	69.64	30	55.43	62.49
Person	116	178.40	115	179.93	117	180.17	123	175.72	124	178.19	178.45
Property	82	142.17	80	145.90	81	145.13	87	137.19	92	144.71	142.97
Public Order	37	84.20	39	78.17	34	79.65	48	57.23	47	63.22	71.17
Warrants	2	428.95	7	148.18	6	171.25	1	148.45	4	52.47	164.05
<b>Grand Total</b>	<b>403</b>	<b>124.99</b>	<b>406</b>	<b>121.83</b>	<b>413</b>	<b>120.88</b>	<b>409</b>	<b>122.57</b>	<b>423</b>	<b>125.82</b>	<b>123.23</b>

Table 40, Charges & ALOS by Month

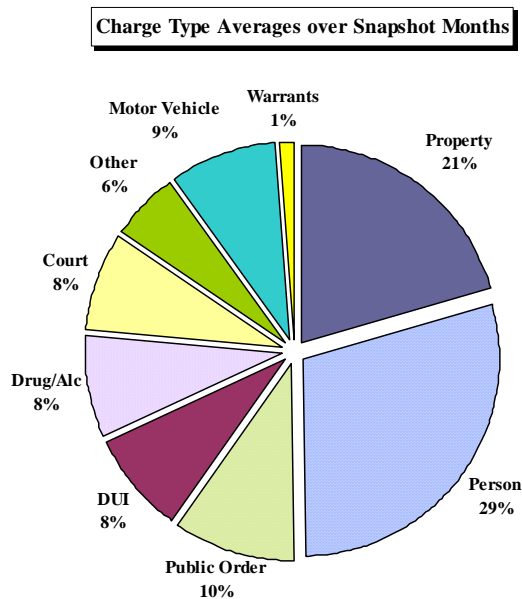


Chart 20, Charge Type

The various crimes by general charge categories include:

- Drug/Alcohol (such as possession/sale of narcotics/alcohol)
- Court (failure to comply with court order; failure to support, violation of protection order)
- Warrant
- DUI (driving under influence, all levels)
- Motor Vehicle (traffic, suspended license)
- Person (assault, murder, domestic\* weapons)
- Property (burglary, theft, fraud)
- Public Order (resisting arrest, criminal mischief, disturbing peace)

Averages have been used here due to repeat offenders.

\*Sixteen percent of Person category showed Domestic Flag.

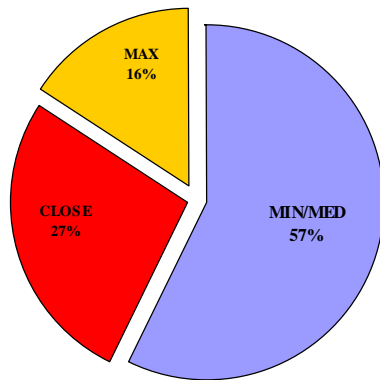
Initial Classification is performed after an inmate has been arraigned, but always within seven days of booking.



# Lancaster County

## JAIL POPULATION NEEDS ASSESSMENT

**Custody Level of Inmates**



Source: 1st Day of Month Snapshots 2000

**Classification of Inmates at Release**

Classification	April	May	June	July	August	Average %
MIN/MED	238	247	236	247	247	59.15%
CLOSE	88	76	77	81	83	19.72%
MAX	77	83	100	81	93	21.13%
<b>Grand Total</b>	<b>403</b>	<b>406</b>	<b>413</b>	<b>409</b>	<b>423</b>	<b>100.00%</b>

Source: 1st Day of Month Snapshots 2000

A higher percentage of Close custody levels were adjusted from intake to release.

This level reduced by almost 7%, Max increased by 5%, and Min/Med increased by 2%.

**Chart 21, Custody Level**

**Table 41, Inmate Classification at Release**

**Type of Release by Month/ALOS**

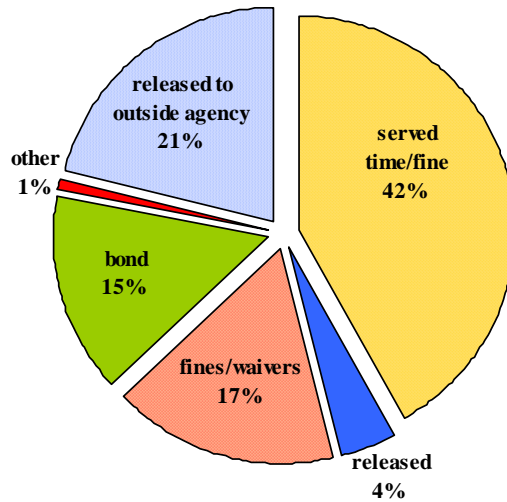
Release Type	April	April ALOS	May	May ALOS	June	June ALOS	July	July ALOS	August	August ALOS	Average of Total	ALOS
Release to Resp. Party	3	89.7									3	89.7
Release on Own Recog.	1	3.0									1	3.0
Release to Outside Agency	78	185.3	83	185.0	96	159.0	88	166.1	102	148.8	89	167.5
Release by Order	7	132.4	7	132.9	7	131.9	8	178.8	12	119.2	8	137.6
Served Time	142	116.5	138	119.8	137	128.5	150	119.1	142	126.1	142	121.9
Served Fine	43	85.1	43	81.1	40	73.6	24	85.5	34	64.6	37	77.9
Released on Time Payment	3	148.0	7	65.0	8	56.0	3	62.7	2	67.0	5	72.6
Paid Waiver			1	1.0							1	1.0
Paid Court Fines	53	82.4	47	68.7	44	67.6	43	60.6	31	75.7	44	71.2
Misd. Pre-Arraign Bond	14	8.4	9	15.4	5	1.8	23	1.6	7	1.3	12	5.4
Misd. Court Bond	22	47.0	25	36.3	27	30.9	19	31.5	28	24.6	24	33.6
Felony Pre-Arraign Bond	1	1.0	1	1.0	1	41.0	2	2.0	1	1.0	1	8.0
Felony Court Bond	22	119.8	30	72.6	29	60.4	23	81.5	24	69.0	26	78.9
Outside County Bond					1	2.0	1	65.0	1	65.0	1	44.0
Charges Dismissed	2	81.0	1	131.0	2	78.5	3	90.7	6	63.2	3	78.6
Other	1	98.0	2	64.0	1	98.0	1	17.0	1	4.0	1	57.5
None Listed	11		12		15		21		32		18	
<b>Totals</b>	<b>403</b>	<b>114.1</b>	<b>406</b>	<b>110.3</b>	<b>413</b>	<b>108.2</b>	<b>409</b>	<b>107.3</b>	<b>423</b>	<b>107.4</b>	<b>411</b>	<b>109.5</b>

**Table 42, Type of Release by Month**

# Lancaster County

## JAIL POPULATION NEEDS ASSESSMENT

**Release Type - Those in Custody**



Source: 1st Day of Month Snapshots 2000

Chart 22, Release Type

Those in custody during the snapshot dates showed a higher percentage of those released after serving their time. Many (21%) were released to another agency (11% in the booking database).

### Release Type by Intake Status

Release Type	Intake Status			Grand Total
	Hold	Pre-Trial	Sentenced	
Served Time	0.05%	5.46%	29.11%	34.62%
Release to Outside Agency	3.17%	16.53%	2.54%	22.23%
Paid Court Fines		1.56%	9.26%	10.82%
Served Fine	0.39%	2.88%	5.80%	9.07%
Felony Court Bond	0.10%	6.05%	0.10%	6.24%
Misd Court Bond	0.05%	5.51%	0.34%	5.90%
None Listed		2.93%	0.54%	3.46%
Misd Prearraign Bond		2.63%	0.10%	2.73%
Release by Order	0.34%	1.22%	0.44%	2.00%
Released on Time Payment		0.15%	0.98%	1.12%
All Other	0.29%	1.22%	0.29%	1.80%
<b>Grand Total</b>	<b>4.39%</b>	<b>46.12%</b>	<b>49.49%</b>	<b>100.00%</b>

Source: 1st Day of Month Snapshots 2000

Table 43, Release Type by Intake Status

# Lancaster County

## JAIL POPULATION NEEDS ASSESSMENT

### ***Bond Amounts***

	<b>April</b>	<b>May</b>	<b>June</b>	<b>July</b>	<b>August</b>	<b>Average</b>	
Up to \$500	7	5	40	62	5	23.8	A large percentage of those released on bond did not indicate the bond amount. Those with bond amounts listed (25%) showed most bonds set lower than \$100,000.
\$501 - 1,000	8	6	16	16	5	10.2	
\$1,001 - 10,000	37	43	31	35	46	38.4	
\$10,001 - 1,000,000	26	30	7	8	42	22.6	
\$100,001 - 1,000,000	7	7	2	2	9	5.4	
\$10,000,000	3	3			2	2.7	
<b>Grand Total</b>	88	94	96	123	109	102	

*Source: 1st Day of Month Snapshots 2000*

**Table 44, Bond Amounts**

### **Summary**

Statistical methods used in this report allow measurements of many important factors (entry into the facility, type of crime, etc.) individually and collectively to offer an overview of the type of offender booked and then held in Lancaster County Detention facilities. This assessment of each individual factor is important since it allows us to make certain assumptions.

The key to valid analysis is to include all factors that reflect the decisions that actually are made in the Lancaster County detention environment. While it is not possible to include all of them, due to the lack of specific factors needed for a comprehensive analysis, there are a few key factors that would assist in further analysis of those booked and held in Lancaster County detention.

### **DATA LIMITATIONS**

*How the individual originally enters the system.* Data regarding record type (citation, hold, warrant, sentencing, etc.) is included but this data relates to the most serious charge, and does not always correspond with other jail entry categories.

*Criminal history of individuals* - Indicators of prior bookings were shown (the number of times an individual was counted in the sample, and the type of charge/record type of each entry), but it does not show a complete history, which affects both custody level and the length of time the offender remains incarcerated.

*Court data.* Corresponding data regarding timing of court appearances and the type of hearing would assist in analyzing length of time for initial arraignments and sentencing.

These limitations aside, there is a significant amount of information regarding those booked into the facility (booking database) and those then held in detention (snapshot database).

# *Lancaster County*

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## **JAIL POPULATION NEEDS ASSESSMENT**

### ***COMPARISON OF BOOKING AND SNAPSHOT DATABASES***

*Arresting Agency.* The Lincoln Police Department booked most offenders into the facility. Lincoln Police also showed the highest percentage for those in custody.

*Booking Reason.* Individuals booked into the facility were typically pre-trial misdemeanants booked on either a citation or local warrant. The most serious crimes for each booking were fairly evenly distributed across the charge categories, with the exception of Drug/Alcohol, DUI and Court related offenses, which represented a smaller percentage than the other charge categories. The majority of those booked had a single charge listed against them, and were seen in the database sample period(s) only once. Thirty-six percent of those booked into jail remained in custody for less than one day.

*Inmates Held in Custody* - Pre-trial felons and sentenced misdemeanants made up the majority of those offenders in custody during the snapshot dates. The record type for these offenders was either citation or local sentence. The majority of these offenders also showed a single charge against them. The crimes against person category held the highest percentages for this database. The length of stay was longer for this population, with an ALOS of over 100 days.

*Release Eligibility.* Those in the booking database(s) typically were released on bond. Those in custody served their time/fine.

*Continued on next page*

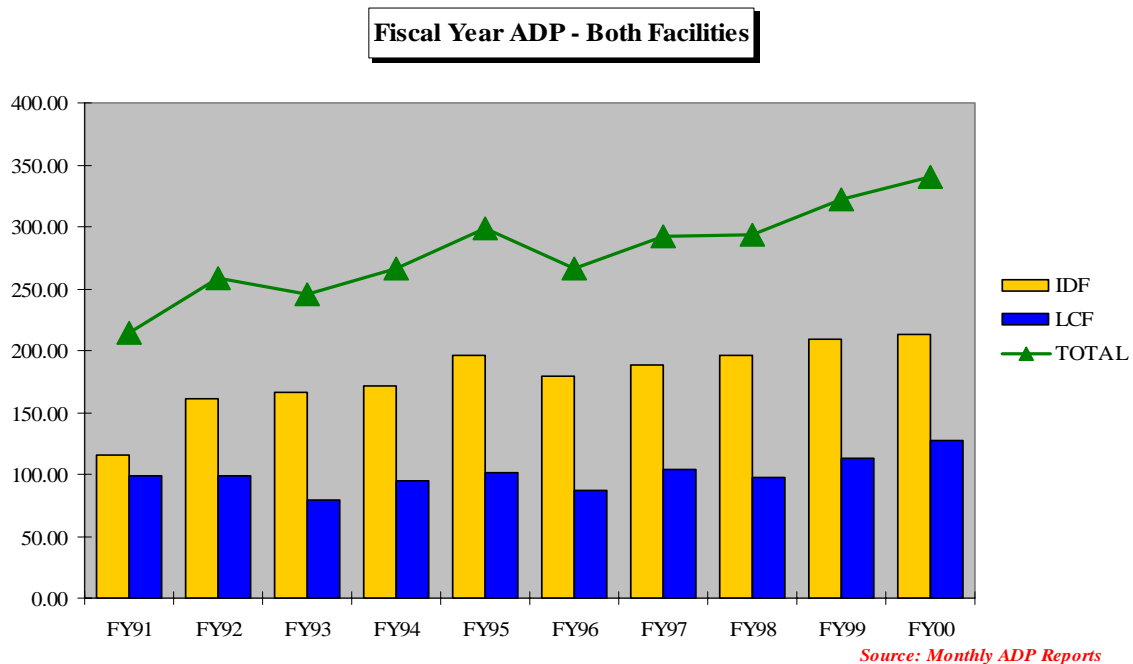
# Lancaster County

## JAIL POPULATION NEEDS ASSESSMENT

### AVERAGE LENGTH OF STAY/AVERAGE DAILY POPULATION

The Intake and Detention facility has a capacity of 237. The Lancaster Correctional Facility has a current rated capacity of 136 (total 373 beds). The following section analyzes the populations of both facilities by year to establish the trends needed for bed space projections.

### AVERAGE DAILY POPULATION (ADP)



	FY91	FY92	FY93	FY94	FY95	FY96	FY97	FY98	FY99	FY00
IDF	115.35	160.43	165.70	171.40	196.31	179.59	188.48	196.33	209.01	213.21
LCF	98.50	98.31	79.40	94.30	101.82	87.23	103.28	96.76	113.08	127.33
TOTAL	213.85	258.73	245.10	265.70	298.13	266.83	291.75	293.09	322.08	340.54

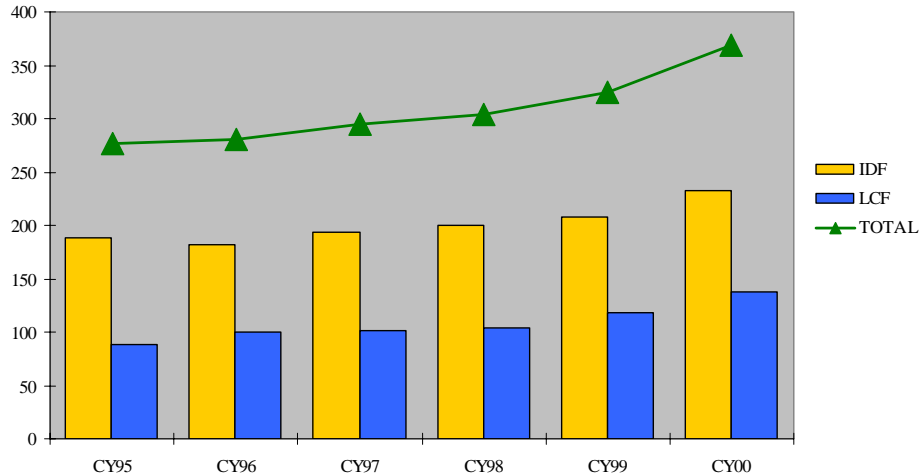
Chart 23, Fiscal Year ADP

Statistical data for the jail shows the average daily population by fiscal year. ADP by month was calculated to also show these figures by calendar year.

# Lancaster County

## JAIL POPULATION NEEDS ASSESSMENT

Calendar Year ADP - Both Facilities



Source: Monthly ADP Reports

	CY95	CY96	CY97	CY98	CY99	CY00
IDF	188.64	181.26	194.07	200.41	207.38	231.99
LCF	87.80	99.78	100.82	103.46	117.80	137.43
TOTAL	276.44	281.03	294.88	303.87	325.18	369.42

Chart 24, Calendar Year ADP

Source: Monthly ADP Reports

Monthly Average Daily Population - IDF

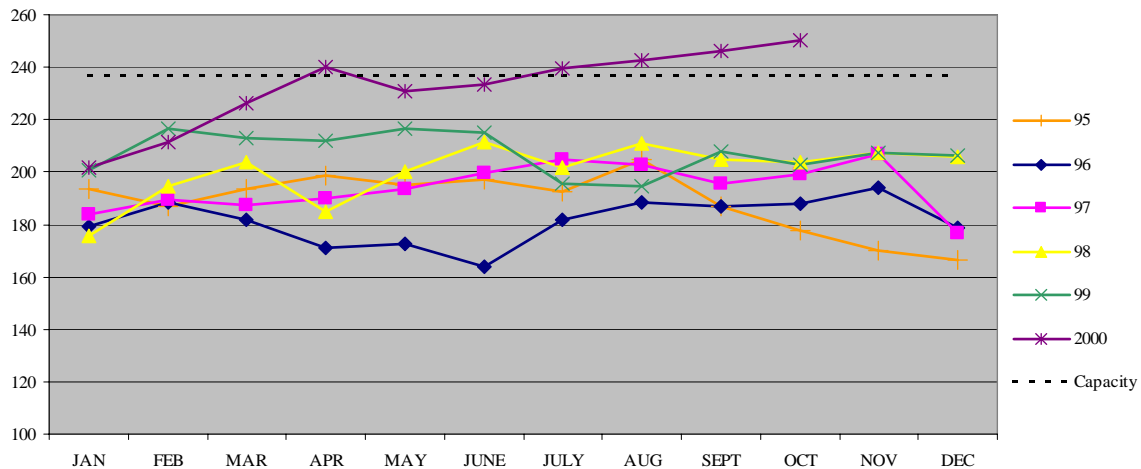


Chart 25, Monthly ADP-Intake & Detention Facility

# Lancaster County

## JAIL POPULATION NEEDS ASSESSMENT

Source: Monthly ADP Reports

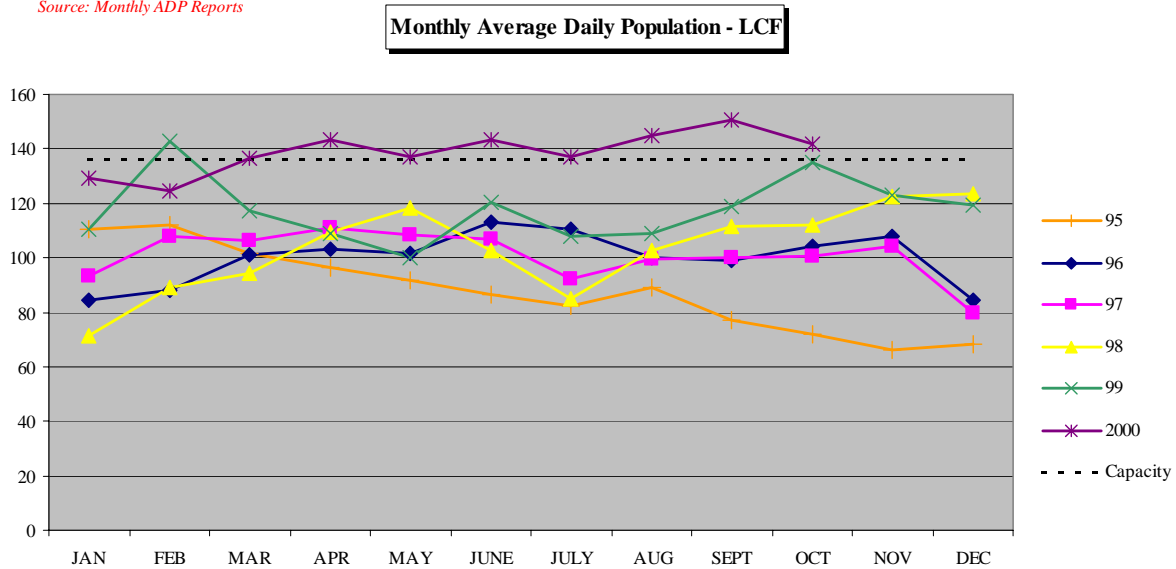


Chart 26, Monthly ADP-Lancaster Correctional Facility

Source: Monthly ADP Reports

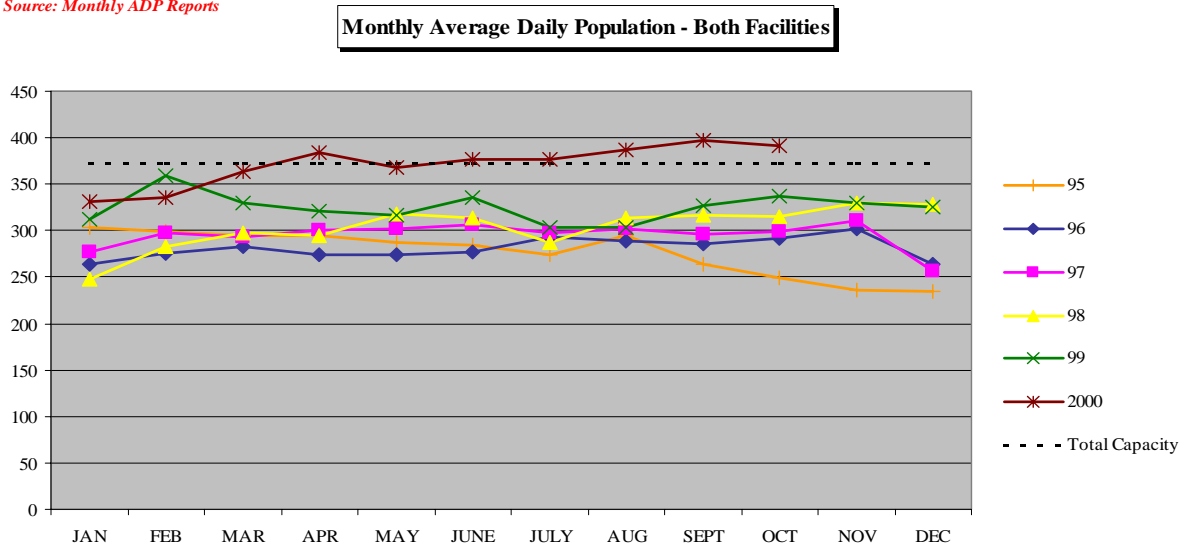


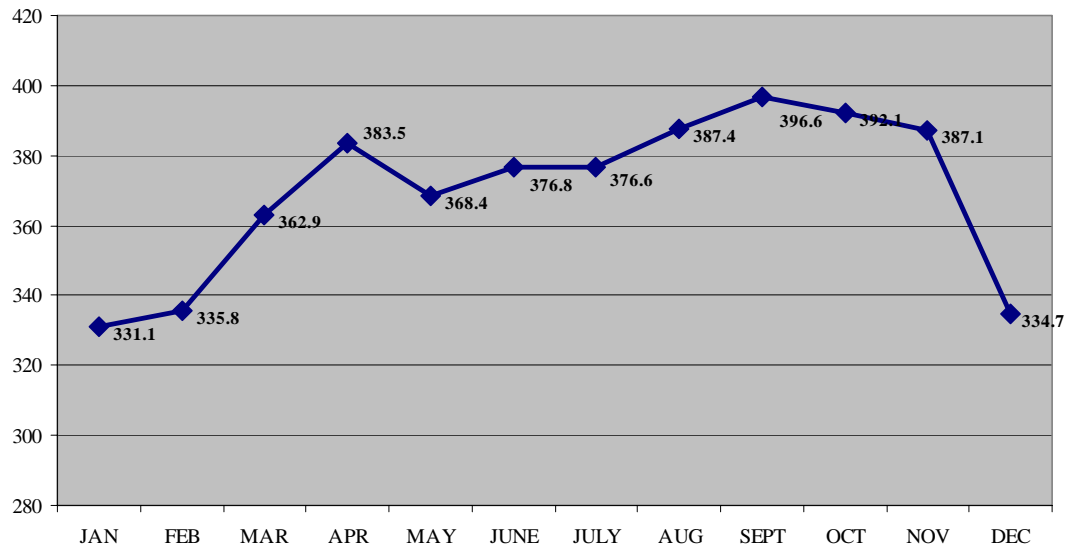
Chart 27, Monthly ADP-Both Facilities

Due to significant increases seen in the population of those incarcerated during FY2000, calendar year populations by month are shown here.

# Lancaster County

## JAIL POPULATION NEEDS ASSESSMENT

2000 ADP Data

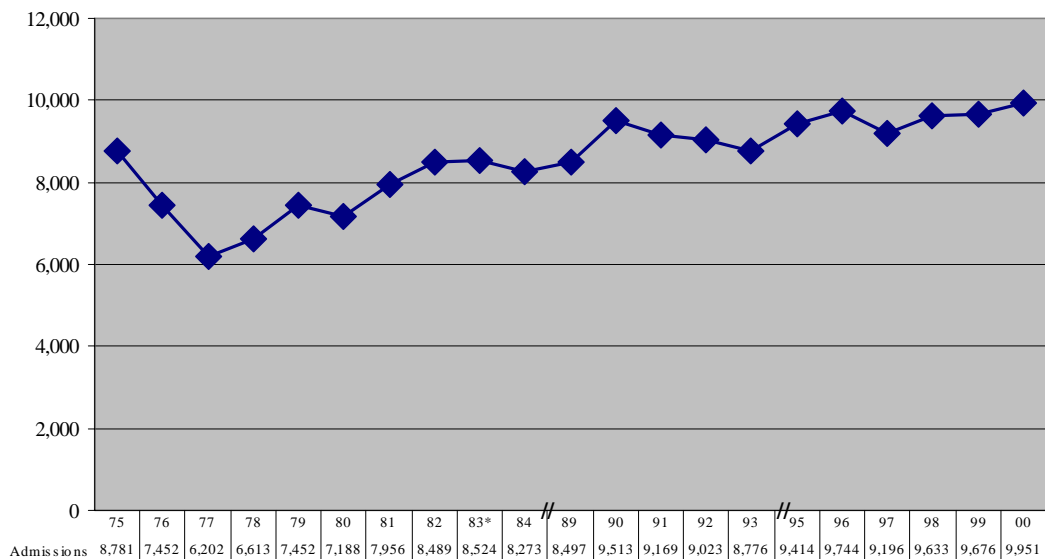


Source: Jail ADP Data

Chart 28, 2000 ADP Data

## ADMISSIONS

Admissions by Fiscal Year



\*averages used for two months of missing data

Source: MO Stats-Jail Data

Chart 29, Admissions by Fiscal Year



# Lancaster County

## JAIL POPULATION NEEDS ASSESSMENT

### FRONT END SCREENING

The intake and release area is the weakest link of the facility and system design. The criminal justice system lacks front end screening to appropriately review all arrestees admitted to the jail. Population management controls cannot function without front end screening activities. VRJS recommends that Lancaster County implements a Pretrial Services unit to screen defendants into the available alternatives and to supervise those released to the program.

- 10,000 bookings of arrested persons yearly
- Average length of stay for all bookings is 13.5 days
- Average length of stay for the in-custody population is 125 days
- 35% released in 1-day
- 19% of bookings are released in less than 3 hours
- 50% released in 2-days
- 60% released in 3-days
- 12% are felony arrests
- 2,351 (46.7%) booked on citation
- 68% of bookings are arrested by Lincoln Police
- 30% of City arrests are associated with warrants
- 40% of arrests had more than one charge

### SYSTEM PROCESSING TIMES

A 50% sample of the 2000 jail population indicates that over 800 prisoners stayed more than 90 days at the jail. This group used 72,800 bed days.

Sum of LOS	Charge Level Status at Entry			
Type of Entry	Felony	Misd.	Hold	Grand Total
Citation	28,066	9,809		37,875
Hold	1,003	0	206	1,209
Court Remand	967	684		1,651
Local Sentence	9,044	10,286		19,329
Local Warrant	7,755	4,991		12,746
Grand Total	23,417	12,885	103	72,811

Table 45, Type of Jail Entry by Charge Level

# Lancaster County

## JAIL POPULATION NEEDS ASSESSMENT

The above table compares the charge level (felony or misdemeanor) to the type of entry recorded for the group that stayed over 90 days at the jail. The table shows the number of jail days used by each category.

The group that stayed in jail over 90 days is distributed according to the length of stay, representing the number of days used by each time frame shown. If any charge is felony the individual is classified as a felony prisoner even though the defendant may face additional misdemeanor charges.

Length of Stay	Number of Days Used by Status at Entry				
	Felony	Hold	Misd.	Number of Cases	Grand Total
90 days to 119	4,117	206	3,754	152	8,077
120 days to 149	7,632		8,921	252	16,552
150 days to 179	4,636		1,991	80	6,627
180 days to 209	6,147		1,999	84	8,146
210 days to 239	5,408		2,760	72	8,168
240 days to 269	8,520		3,012	92	11,532
270 days to 442	10,375		3,333	80	13,708
Grand Total	46,834	206	25,770	812	72,811

**Table 46, Number of Days Used by Charge Level, Over 90 Days Group**

Of the 90-day group, 35% is held on misdemeanor charges and would be a target group for alternatives to incarceration; while 64% of the group are held for felony charges, of which some could be considered for alternatives to incarceration.

The average length of stay for this over 90 days group is 180 days.

If their ALOS could be reduced by 40 days, it would yield a savings of 16,240 days essentially providing 45 beds at the jail.

# Lancaster County

## JAIL POPULATION NEEDS ASSESSMENT

The following table provides a summary of the types of charges for which prisoners stayed at the jail more than 90 days. The charges are grouped into categories to simplify the information.

% of Cases by Charge Group	Status at Entry			
Charge Group	Hold	Pretrial	Sentenced	Grand Total
All other offenses (except traffic)		7.389%	3.941%	11.330%
Arson		0.493%		0.493%
Bad checks			0.493%	0.493%
Burglary		3.941%	1.478%	5.419%
Child abuse/neglect		0.493%	0.985%	1.478%
Confine for other	0.493%			0.493%
Disorderly conduct		1.478%		1.478%
Driving under the influence-alcohol		1.478%	2.956%	4.433%
Fail to appear		0.493%		0.493%
Felony assault		4.433%	0.493%	4.926%
Forcible rape		4.926%		4.926%
Forgery and counterfeiting		2.463%	0.985%	3.448%
Larceny/theft		9.360%	2.463%	11.823%
Misdemeanor assault		7.882%	4.926%	12.808%
Murder/manslaughter		0.985%		0.985%
Non-support		1.970%	1.970%	3.941%
Offenses against family & children		3.448%	0.985%	4.433%
Possession marijuana			0.493%	0.493%
Possession other dangerous narc		3.941%	2.956%	6.897%
Robbery		4.926%		4.926%
Sale/manuf other dangerous narc		0.985%	0.985%	1.970%
Sex offenses (except rape and prostitution)		1.478%	0.493%	1.970%
Suspended drivers license		1.478%		1.478%
Theft by deception			0.985%	0.985%
Traffic	0.493%	0.985%	1.970%	3.448%
Vandalism		0.985%	0.493%	1.478%
Weapons		2.463%		2.463%
#N/A		0.493%		0.493%
Grand Total	0.985%	68.966%	30.049%	100.000%

**Table 47, Charge Group and Status at Entry % of Over 90 Days Group**

The following table illustrates that many of the days used were related to warrants and that many of those were for misdemeanor charges. VRJS recommends targeting this group to divert some to alternatives as recommended.

Sum of LOS		Status at Entry			
Warrant		Felony	Hold	Misd.	Grand Total
No	Hold	0	206	216	422
	Pretrial	21,693	0	7,984	29,677
	Sentenced	8,424	0	9,478	17,902
No Total		30,116	206	17,679	48,001
Yes	Pretrial	15,828	0	6,121	21,948
	Sentenced	890	0	1,971	2,861
Yes Total		16,718	0	8,092	24,810
Grand Total		46,834	206	25,770	72,811

**Table 48, Warrant and Charge Level**

# Lancaster County

## JAIL POPULATION NEEDS ASSESSMENT

### WARRANTS INFORMATION

Warrants account for many arrests and jail incarcerations. The following data is taken from all year 2000 bookings.

Warrant Arrest	Felony	Hold	Misd.	(blank)	Grand Total
No	9%	4%	46%	0%	60%
Yes	5%	0%	36%	0%	40%
Total	14%	4%	82%	0%	100%

Table 49, Warrant Arrest and Charge Level by Percentage

- 40 % of bookings had warrant associated with arrest.
- Over 4,000 warrant arrests were included in the 10,000 admissions
- 82% of all arrests were misdemeanor charges
- 88% of warrants were misdemeanor charges
- 5,000 county warrants and 3,000 city warrants in file
- 4,600 new warrants issued each year, 50% cleared by arrest yearly
- About 50% of warrants are cleared by other means

A sample of warrants reviewed found that over 50% of warrants issued are for FTA and FTC and that most occurred at the trial stage of the processing.

		Phase that FTA Occurred	
Arrest	21%	Arraignment	10.3%
Bench	1%	Disposition	8.0%
FTA	26%	Docket	18.4%
FTC	29%	Preliminary	3.4%
Unknown	23%	Pre-Sentence	2.3%
		Revocation Probation	8.0%
		Report Jail	2.3%
		Sentencing	6.9%
		Trial	39.1%
		(blank)	1.1%

Table 50, Court Phase when FTA Occurred

# Lancaster County

## JAIL POPULATION NEEDS ASSESSMENT

### ***JAIL RECIDIVISM / REVICTIMIZATION***

It is difficult to accurately capture hard data on recidivism or revictimization. The jail did a comprehensive review of those booked into the jail during the year 2000. That year, 10,061 admissions occurred at the jail, a high number of admissions for a County with a population of 240,000. From that group, only 2,675 (26.6%) had never been booked in to this jail before. Seventy three percent had been booked in the Lancaster Jail on prior occasions. The data does not reflect those that were booked in other jails. The data shows the number of admissions rather than the number of people; in other words, a person could have been booked several times during the year, thereby accounting for more than one admission.

The figures shown in the table below are dramatic. The column on the left shows the number of previous arrest incidents and the column on the right shows the admission or bookings during 2000. Seven of those bookings had over 200 previous arrests with the highest of 242 previous admissions. The jail is processing many of the same offenders time and again.

<b>Number of Previous Admissions</b>	<b>Number of Bookings</b>	<b>Number of Previous Admissions</b>	<b>Number of Bookings</b>
0	2,675	11-20	1,245
1	1,358	21-30	359
2	912	31-40	95
3	721	41-50	40
4	569	51-60	25
5	473	61-70	8
6	420	71-80	2
7	337	81-90	23
8	292	91-100	9
9	256	101-150	18
10	216	Over 200	7
		<b>Total</b>	<b>10,061</b>

**Table 51, Number of Previous Admissions to the Jail**

One must ask, “What is the success of this jail or criminal justice system?” with so many repeat offenders. At least consider what might be done to increase the chance that offenders do not return to the jail.

# Lancaster County

## POPULATION PROJECTIONS

### POPULATION PROJECTIONS

Sources: Lancaster Jail Monthly Population Reports; NE State Data Center, Center for Public Affairs Research, University of Nebraska at Omaha; US Bureau of the Census; Monthly Status Reports.

#### LANCASTER COUNTY POPULATION

Lancaster County lies in the southeast corner of the state, and contains thirteen communities and towns including the county seat of Lincoln, Nebraska.

#### *Lancaster County Population: Historic & Projections*

Year	County Population	Year	Projected County Population	Year	Projected County Population
1960	155,272	2000	238,048	2013	263,745
1970	167,972	2001	240,040	2014	265,847
1980	192,884	2002	242,048	2015	267,965
1990	213,641	2003	244,073	2016	269,857
1991	216,585	2004	246,116	2017	271,762
1992	219,803	2005	248,175	2018	273,680
1993	223,484	2006	250,020	2019	275,612
1994	225,532	2007	251,878	2020	277,557
1995	228,727	2008	253,751		
1996	230,937	2009	255,637		
1997	233,354	2010	257,538		
1998	235,537	2011	259,590		
1999	237,657	2012	261,659		

Source: NE State Data Center, Univ of NE, Omaha; US Census Bureau

91-99 are estimates, all other are census figures

**Table 52, Lancaster County Population Projections**

#### ADMISSION RATE PROJECTIONS VS. INCARCERATION RATE PROJECTIONS

Most inmate population forecasting is based on the relationship between county population growth and a jail statistic.

Two methods are possible with the jail statistics. The analysis can develop a ratio between:

- County population and jail ADP (incarceration rate) and apply the resulting ratios to estimates of future county population, resulting in an estimate of future jail ADP.

# Lancaster County

## POPULATION PROJECTIONS

- County population and jail admission (admission rate), with estimated future admissions multiplied by ALOS to estimate future jail ADP.

Incarceration rate analysis was performed as the primary basis for future capacity scenarios. The analysis involved the use of a peaking & classification factor. Incarceration rate was the principal method used for future capacity estimates but Admission rate projections are also included in the following section.

Both types of analysis used County Population Projections based on US Census projections for the years 1990 – 1999. Projections were based on published County Population Projections.

### Incarceration Rate Development

Year	County Population	ADP	ADP/Cty Pop	Incarceration Rate	Year	County Population	ADP	ADP/Cty Pop	Incarceration Rate
1995	228,727	276.4	0.0012	12.0861	2008	253,751	490.4	0.0019	19.3242
1996	230,937	281.0	0.0012	12.1693	2009	255,637	507.7	0.0020	19.8592
1997	233,354	294.9	0.0013	12.6367	2010	257,538	525.0	0.0020	20.3852
1998	235,537	303.9	0.0013	12.9010	2011	259,590	542.3	0.0021	20.8913
1999	237,657	325.2	0.0014	13.6829	2012	261,659	559.6	0.0021	21.3882
2000	238,048	369.4	0.0016	15.5183	2013	263,745	577.0	0.0022	21.8758
2001	240,040	369.1	0.0015	15.3765	2014	265,847	594.3	0.0022	22.3544
2002	242,048	386.4	0.0016	15.9646	2015	267,965	611.6	0.0023	22.8241
2003	244,073	403.7	0.0017	16.5418	2016	269,857	628.9	0.0023	23.3060
2004	246,116	421.1	0.0017	17.1084	2017	271,762	646.3	0.0024	23.7801
2005	248,175	438.4	0.0018	17.6644	2018	273,680	663.6	0.0024	24.2463
2006	250,020	455.7	0.0018	18.2269	2019	275,612	680.9	0.0025	24.7049
2007	251,878	473.0	0.0019	18.7801	2020	277,557	698.2	0.0025	25.1558

Source: NE State Data Center, Center for Public Affairs Research, Univ of NE, Omaha; US Bureau of the Census

91-99 are estimates, all other are census figures

**Table 53, Incarceration Rate Scenario**

County population based on 2000-2020 projections/Average Daily Population based on actual 1995 – 1999 Calendar Year ADP taken from Monthly Housing reports. ADP projections to 2020 based on straight- line projection.

Incarceration Rate analysis used the actual average daily population numbers for the years 1995 – 1999 found in the Monthly Housing Reports. Fiscal Year average daily population was adjusted by month to reflect Calendar Year average daily population. A straight-line percentage increase based on previous years' figures was then used for ADP Projections. The incarceration rate is used per 10,000 county population.

Average Daily Population reflects the mid-point range of daily jail population. If only the ADP were used to forecast the capacity of the facility, about half of the facility would be over capacity. As a result, a Peaking Factor is figured in to establish the relationship between average and high average population levels. Also included in the formula for future capacity is a Classification Factor. This is used to project the number of beds required to effectively

# Lancaster County

## POPULATION PROJECTIONS

manage and classify the inmate population. For this initial projection scenario we used a combined 15% peaking/classification factor.

Capacity projection based on increased bed space due to Classification Factor.

<b>Year</b>	<b>County Population</b>	<b>Incarceration Rate</b>	<b>ADP</b>	<b>Classification Factor</b>	<b>Capacity</b>
2000	238048	15.5183	369	1.15	425
2005	248175	17.6644	438	1.15	504
2010	257538	20.3852	525	1.15	604
2015	267965	22.8241	612	1.15	703
2020	277557	25.1558	698	1.15	803

**Table, Incarceration Rate Projection**

The following table indicates the trend in average length of stay for the prisoners in the Lancaster County facilities. The number of admissions increasing resulting in more prisoner days and longer stays.

### Average Length of Stay Development

<b>Year</b>	<b>ADP</b>	<b>Admissions</b>	<b>Prisoner Days</b>	<b>ALOS</b>	<b>Year</b>	<b>ADP</b>	<b>Admissions</b>	<b>Prisoner Days</b>	<b>ALOS</b>
1991	213.85	9,169	78,055	8.5	2007	425.30	10,605	155,234	14.6
1992	258.73	9,023	94,436	10.5	2008	438.40	10,715	160,018	14.9
1993	245.10	8,776	89,462	10.2	2009	451.51	10,824	164,802	15.2
1995	298.13	9,414	108,817	11.6	2010	464.62	10,934	169,586	15.5
1996	266.83	9,744	97,393	10.0	2011	477.72	11,044	174,370	15.8
1997	291.75	9,196	106,489	11.6	2012	490.83	11,153	179,154	16.1
1998	293.09	9,633	106,978	11.1	2013	503.94	11,263	183,938	16.3
1999	322.08	9,676	117,559	12.1	2014	517.05	11,373	188,722	16.6
2000	340.54	9,951	124,297	12.5	2015	530.15	11,483	193,506	16.9
2001	346.66	9,947	126,530	12.7	2016	543.26	11,592	198,289	17.1
2002	359.76	10,056	131,314	13.1	2017	556.37	11,702	203,073	17.4
2003	372.87	10,166	136,098	13.4	2018	569.47	11,812	207,857	17.6
2004	385.98	10,276	140,882	13.7	2019	582.58	11,921	212,641	17.8
2005	399.08	10,385	145,666	14.0	2020	595.69	12,031	217,425	18.1
2006	412.19	10,495	150,450	14.3					

**Table 54, Development of ALOS**

The county population figures are based on 2000-2020 projections. The ADP/Admissions are based on 1995 – 1999 fiscal year. ADP is taken from Monthly Housing reports. ADP and Admissions projections to 2020 are based on straight- line projections.



# Lancaster County

## POPULATION PROJECTIONS

### Admissions Rate History and Projection

Admissions Rate History					Admissions Rate Projection				
Year	County Population	Admissions	Adm/Pop	Rate	Year	County Population	Admissions	Adm/Pop	Rate
1991	216,585	9,169	0.0423	423	2007	251,878	10,605	0.0421	421
1992	219,803	9,023	0.0411	411	2008	253,751	10,715	0.0422	422
1993	223,484	8,776	0.0393	393	2009	255,637	10,824	0.0423	423
1995	228,727	9,414	0.0412	412	2010	257,538	10,934	0.0425	425
1996	230,937	9,744	0.0422	422	2011	259,590	11,044	0.0425	425
1997	233,354	9,196	0.0394	394	2012	261,659	11,153	0.0426	426
1998	235,537	9,633	0.0409	409	2013	263,745	11,263	0.0427	427
1999	237,657	9,676	0.0407	407	2014	265,847	11,373	0.0428	428
2000	238,048	9,951	0.0418	418	2015	267,965	11,483	0.0429	429
2001	240,040	9,947	0.0414	414	2016	269,857	11,592	0.0430	430
2002	242,048	10,056	0.0415	415	2017	271,762	11,702	0.0431	431
2003	244,073	10,166	0.0417	417	2018	273,680	11,812	0.0432	432
2004	246,116	10,276	0.0418	418	2019	275,612	11,921	0.0433	433
2005	248,175	10,385	0.0418	418	2020	277,557	12,031	0.0433	433
2006	250,020	10,495	0.0420	420					

**Table 55, Admissions Rate Development**

The Admission Rate analysis used Fiscal Year Average Daily Population and Admissions figures for the years 1991 – 1999<sup>12</sup> found in the Monthly Housing Reports. A straight-line percentage increase based on previous years' figures was then used for Admission Rate development. A Classification Factor and both a stable and increasing Average Length of Stay were used for the following projection scenarios.

The three following tables represent different scenarios for growth in the future jail population using the different models.

#### Increasing Admission Rate/Stable ALOS (average 91-99)

County Admissions				Classification		
Year	Population	Rate	ALOS	ADP	Factor	Capacity
2000	238048	0.0418	10.6	289	1.15	332
2005	248175	0.0418	10.6	302	1.15	347
2010	257538	0.0425	10.6	318	1.15	365
2015	267965	0.0429	10.6	333	1.15	383
2020	277557	0.0433	10.6	349	1.15	402

**Table 56, Admission Rate Projection #1**

#### Increasing Admission Rate/Increasing ALOS

County Admissions				Classification		
Year	Population	Rate	ALOS	ADP	Factor	Capacity
2000	238048	0.0418	12.5	341	1.15	392
2005	248175	0.0418	14.0	398	1.15	458
2010	257538	0.0425	15.5	465	1.15	535
2015	267965	0.0429	16.9	532	1.15	612
2020	277557	0.0433	18.1	596	1.15	685

**Table 57, Admission Rate Projection #2**

<sup>12</sup> Data for 1994 was missing and is not included

# Lancaster County

## FACILITY INVENTORY

### *Increasing Admission Rate/Stable ALOS by Facility*

	County			
Year	Population	Capacity	IDF*	LCF*
2000	238048	332	213	120
2005	248175	346	222	125
2010	257538	366	234	132
2015	267965	384	246	138
2020	277557	401	257	144

*\*Based on current facility capacities*

**Table 58, Admissions Scenario #1 by Facility**

## FACILITY INVENTORY

VRJS reviewed the existing correctional facilities to identify areas of need and to evaluate the adequacy of future useful life of each detention facilities in Lancaster County.

### ***PHYSICAL PLANT***

The Intake and Detention facility is the main facility, located in central Lincoln near the main business district adjacent to the government center. The Lancaster Correctional Facility is located at the Airpark Industrial zone near the Lincoln Municipal Airport.

The buildings and operations were found to be adequate for overall security, the building systems and structural conditions are sound and the buildings are in compliance with life-safety requirements. Each of the buildings has potential for future expansion and future useful life expectancy, and each presents unique opportunities for expansion. The main jail is located in a zone that suffers from inadequate parking availability, so any expansion of the jail would reduce existing parking. The most logical building expansion pattern would involve closing an adjacent street to the south, displacing existing street parking to maximize the relationship of the new building. The Airpark facility is remotely located but is on leased property that would require renegotiation of land and use. Neither site is likely to experience serious neighborhood objection to expansion.

### ***EXISTING FACILITIES***

The following diagrams represent the existing floor plans for the Intake and Detention facility.

# *Lancaster County*

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## **FACILITY INVENTORY**

### ***UTILIZATION OF BED SPACES***

The current main jail was built with a preliminary capacity of 206 and increased to 237 through double bunking of some cells. The backbone of efficient and effective operation in a detention facility is a validated classification system. When classification is considered, crowding occurs at a much lower rate than a population of 237. As the jail receives inmates each inmate brings unique problems and backgrounds to bear on bed capacity. Some are first-time offenders and some have many previous arrests. Some arrestees bring psychological problems, health problems, personal problems, and levels of charged offense. Pre-trial inmates, sentenced inmates, parole holds, state holds, city holds, drunks, and in-transit arrestees cause the jail to maintain a variety of holding classifications. As the jail fills to capacity, the staff members have little choice but to house inmates with different classifications together. As this takes place, the County increases the liability for incidents that occur because of knowingly placing at-risk individuals in close proximity to more dangerous inmates. The general trend in jail planning sets aside between 15-20% of the beds available for classification and segregation of offenders.

A review of the number of beds available and the utilization of those beds reveals that the jail has experienced overcrowding during the past years. Review of the average daily population must include an understanding of the peaks that are lost in the averaging process. Crowding is defined by the State Jail Inspectors as the number of inmates held above 80% of capacity. A 15% cushion is desired to accommodate the proper classification and housing assignment required through risk assessment of each arriving defendant. The 20% is used to account for the normal peaks and surges in the jail population that is typically not reflected in the average daily population count.

### ***THE EFFECTS OF CROWDING***

The effects of crowding in a jail environment have been studied since the mid-1970s. Some common themes that consistently emerge from the literature and research are helpful in understanding the problem and in formulating solutions. Generally, crowding is described in terms of spatial and social density. As jails become more crowded, spatial density increases, i.e., there is less living and recreational space available to each inmate. Likewise, as crowding increases, social density increases, i.e., the number of social contacts is increased.

The research consistently indicates that social density is more directly related to the negative effects of crowding, such as increased stress, complaints, and violence, than other measures of crowding, including spatial density. Social density is particularly important in jails because the high rate of turnover directly increases the frequency of uncertain social contacts. This means that there are more strangers with which to contend. This makes the inmate feel a loss of control, specifically the loss of social control. Control and predictability of one's environment are extremely important in the reduction of stress. When loss of social control occurs, stress increases. As stress increases, more complaints are filed and inmates become more irritable.

## **FACILITY INVENTORY**

How an inmate reacts to this increased stress is contingent upon a number of independent factors. When exposed to stress, some individuals are more prone to act out violently than others. These are usually persons who have a history of violent acts or who are associated with groups whose social code (norms) encourages violent acts (i.e., gangs). Second, most individuals are not prone to acting out violently except under unusual circumstances, such as being exposed to threats, abuse, insults, and physical harm. Third, the maintenance of basic services is important in determining whether or not stress in a crowded institution produces violent acts. If basic services are maintained, and inmates have access to medical personnel, counselors, adequate food, bedding, etc., the perceived loss of control of one's environment is less pronounced. Finally, the availability of opportunities to engage in stress-reducing activities is an extremely important factor. The more opportunities that exist for recreation and exercise, diversionary activities, such as programs, reading materials, games, television viewing, etc., the better an inmate feels about his or her ability to control one's environment.

Consequently, in a crowded jail environment it is crucial to maintain basic services and to both maintain and increase, if possible, opportunities for out-of-cell activities that help reduce stress and enhance an individual sense of control.

### ***THE RELATIONSHIP OF CROWDING TO STAFFING LEVELS***

The negative effects of crowding also affect staff. As crowding increases, the staff must deal with a larger volume of inmate complaints, requests for information, and requests for special services, such as medical care, access to the law library, etc. Staffing levels are determined by assignment of duties and the physical design features. Housing units largely dictate the required staffing levels. Programs and services delivered to the jail population must also be considered in assigning staffing levels. So long as the facility can safely accommodate increases in the jail population staffing increases may not be required.

The maintenance of effective classification is critical, since individuals who have a propensity for violence should be identified and housed separately from other inmates in the general population. Staff augmentation is often necessary in these areas in order to maintain the opportunity for expression of complaints (grievance), as well as to maintain the certainty of punishment should an infraction occur (discipline), and to otherwise respond to the inmate's need to feel that the environment is relatively safe (classification).

A key element in a crowded facility, is that the staff maintain a high level of visibility both as a deterrent and an invitation for interaction with inmates, so that the opportunities exist and are responded to for the expression of complaints, requests for assistance, and requests for information.

### ***JAIL FACILITY REVIEW***

The major issues with the existing facilities are the excessive crowding of prisoners and the inadequacy of the booking and intake area of the main jail. The crowding of prisoners at the jail affects every aspect of the building and staff operations. As stated earlier, the crowding

# *Lancaster County*

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## **FACILITY INVENTORY**

increases the need for sound classification processing. This is a weakness in the existing system due to the lack of assigned classification specialist.

### **Main Jail – Intake and Detention Facility**

The jail is in compliance with generally accepted conditions of confinement. Staffing efficiencies caused by building design is good except as noted in this section below. The staff and inmate circulation is good except as noted below. Jail deficiencies of the main jail are listed below.

**Inmate Housing** – Housing units were designed to house 48 prisoners in single cells within each living unit. The County increased the number of beds in three of the living units by double bunking some of the cells. Two direct supervision units were increased from 48 beds to 60 beds and one special housing unit was increased from 23 beds to 30 beds. This was a successful increase in the use of the building and should be studied further for possible increases in bed capacity.

**Direct Supervision Housing Unit**



The main jail housing design will be satisfactory for Lancaster County for many years, if the jail population does not overwhelm the bed capacity and recommended improvements are made. Critical to this assumption is the needed improvements to intake and release that create some additional beds. These beds will allow the department to move female prisoners to units with more beds. The female population has exceeded the available beds

# *Lancaster County*

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## **FACILITY INVENTORY**

for many months. Female populations are growing in most jurisdictions beyond their capacity to accommodate them. Lancaster County needs additional female beds and the recommended facility options will provide space for several years depending on population management controls.

The housing unit design is basically good with one exception: the design relies on the use of two control stations that look down on four different living units. Contemporary designs have all but eliminated such design. Jail managers have realized that staff assigned in direct contact with prisoners are much more effective in managing the jail's population than staff locked into secured and isolated control post. Lancaster County staff realizes the improved operation of their direct supervision living units and the inefficiency of the remote surveillance model used in four housing units. Staff prefers to convert the remote surveillance units to direct supervision. The housing plan does not offer sufficient segregation units to accommodate the needs of the existing inmate population. The County should develop living units specifically designed to provide segregation for the inmate classifications. Two living units should be added to accommodate the reception housing needs and the special management groups. Each of these two units should be divided in to several classifications by the use of sub-dayroom spaces.

### **Intake and Release Area -**

The design of the intake area of the jail has been insufficient since the building was constructed in 1991, and the number of yearly admissions has increased by 2,000 since then. The workflow is counter-productive with both incoming and outgoing prisoners circulating in the same spaces and requiring the sharing of holding rooms. The design offers too few holding areas and is frustrated by the need to hold prisoners long term for certain segregation reasons,

including mental health, disciplinary, substance abuse, violent and suicidal behaviors. The workspace for staff is too cramped, preventing efficient processing of critical data. The design prevents staff from adequately supervising the prisoners held in this area and does not allow easy observation of the holding cells. The space does not provide adequate workspace for arresting officer's to complete their paperwork or to easily interview their arrestees. The intake garage is too small for the number of vehicles bringing prisoners to the jail and is located at the basement level that requires arresting officers to move prisoners in a small elevator to the booking level, creating the possibility of dangerous



**Intake and Release Work Space**

# *Lancaster County*

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## **FACILITY INVENTORY**

action from violent arrestees. Frequently, corrections staff must be pulled from other important areas to support arresting officers.

The intake area should accommodate the required classification staff workspaces and the recommended pretrial services staff. The current spaces do not have room for these important functions.

The intake area should be expanded or replaced to serve the current and future population. Special needs inmates should be removed from the intake area to special units that offer adequate segregation, supervision and treatment. The intake garage should be expanded to accommodate more vehicles and to improve the circulation pattern. The design should continue to allow vehicles to enter from one direction and exit from the opposite side.

Unfortunately, the design of the jail severely underestimated the space requirements for the intake and release processing area. The crowding experienced in this area should be expanded without regard for the reduction of prisoners. The jail, which must process offenders' arrests by law enforcement, needs additional intake space to accommodate the processing. Space near the existing intake area would be ideal but since space is not available there, we recommend that a new space be created on the southwest corner of the building. The County should initiate a pre-architectural programming study to define the exact required design changes.

**Mental Health and Substance Abuse** - During the past year of meetings for the Needs Assessment planning development, the most often repeated lament for the Lancaster system is the lack of resources to cope with the mental health issues and the substance abuse problems of the defendant population. Nowhere is this more vividly expressed than in the jail. The building was not planned for the treatment and accommodation of this ever-increasing population special population. There is a need for segregation, isolation in some cases and certainly a treatment plan. The jail lacks these resources.

**Public Lobby** - The current public lobby serves the jail's administration, public visits for information, jail visiting, attorney visiting clients, court hearings, and all services for the Probation Department. The space is inadequately sized to accommodate the number of visitors to the facility and the service needs.

**Records and Support Spaces** – Workspaces for existing staffs working in the records and support areas of the jail are undersized and crowded. When the need to increase the support staff numbers is considered, the need for improving workspace is becomes even more critical.

**Training Spaces** – Training for jail staff is important for continuing the operational efficiencies and competency, and providing space for preparation training for new staff is essential. The existing spaces are inadequate for the training hours required.

**Jail Programs** - Programs staff workspaces have been converted to house the transportation unit because that need was not adequately identified in the building design. Jail staff needs additional space, replacing this lost space for program staff.

**Food Service Delivery** – The design of the food service loading dock creates a significant problem for delivery of goods to the facility. The dock is very poorly designed to meet the

# *Lancaster County*

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## **FACILITY INVENTORY**

needs of delivery services. It is awkward and unnecessarily cumbersome in backing large trucks and semi-vehicles to the loading dock. Apparently, the design changed from the original plan. The County should improve the delivery system design.

**Visiting** – The building design allows visitors to the prisoner population to move from the lobby to the inmate level of the building and to visit with inmates near their living units. A minimum of inmate movement is required and public visitors move through secured corridors and elevators. Staff must supervise entry, exiting and movement of public and prisoners. Visitors must be screened and personal property secured prior to allowing the visitor into the building. The process requires staff involvement that takes from other duties. The County should consider the installation of video visitation to minimize staff involvement in the visiting process. Video visitations equipment could be located in a public space allowing visitors to interact with prisoners without staff involvement. The public space does not need to be in the jail building and could be located at remote non-secure locations. Prisoners can visit without leaving the living unit and movement of public visitors is avoided. Attorneys could visit clients from their office without coming to the jail. The equipment is well proven and accepted in many other jurisdictions. A distinct advantage is the amount of increased time that can be offered to the visiting function.

Equipment used for video visitation could support the implementation of video arraignment and remote viewing of court appearances.

**Video Arraignment** – Prisoners are now moved to Courtroom 10 for first appearance and arraignment. Courtroom 10 is located on a level that is below the secured living unit level of the building. Prisoners must move from the secured level to the courtroom that involves the introduction of public. The courtroom is limited in size and is often very crowded. Secured holding cells adjacent to the courtroom are not sufficient to hold the various classifications and numbers of prisoners that must appear. The process provides a number of possible security breaches. Prisoners are also moved to the courthouse for hearings, reviews and other court proceedings. The implementation of video arraignment could diminish the workloads of jail staff by avoiding the movement of prisoners from the secured level of the building to locations for many of these hearings. The courts should support the County's implementation of this improved system to help the jail's staff in reducing workloads while improving the security of the jail system.

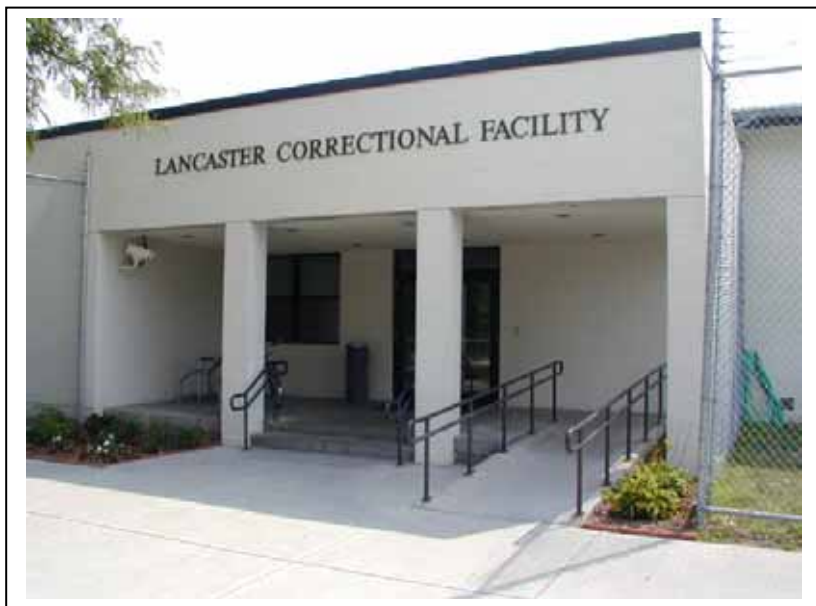
**Control Room** – The control room for the main jail is designed as two-person operation, but it should have been designed to be operated by a single position. The existing electronics and room design prevents the conversion of this system without incurring cost for modification. This cost of modification should be studied to determine the long-term savings. Some security controls should be changed immediately. VRJS discussed reasonable changes to the control room and courts area with the jail's administration that would improve the security operations and movement of prisoners to the courtrooms. We recommend that the County support a request by the department to make changes to improve the operation.



### Airpark Facility – Lancaster Detention Facility

The Correctional Facility is a low security facility in structure and operations with only 24 FTE staff assigned. It is in compliance with generally accepted conditions of confinement. Staffing efficiencies have been achieved by operational practices. The County maintains a low level of security and uses a supervision style that minimizes staffing levels. The practice also minimizes the degree of supervision provided to residents. Except as noted in the following discussion, the building design and the staff and inmate circulation are good.

The building is formed from a T-shaped corridor with rooms to each side. Resident living units are all dormitory style with dayroom or recreation spaces immediately adjacent to the sleeping rooms.



The land at the Airpark minimum-security facility is leased from the airport authority, additional land for expansion may be available. Much of the work at that facility has been completed by the inmate labor since 1990.

**Food Service** – Food service is provided by the main jail. A kitchen or food preparation area is not provided in the building. A satisfactory dining hall is provided.

**Visiting** – All visiting is conducted in contact or non-secured style. The visiting area is adequate for the existing population.

*Deficiencies of the Correctional Facility are listed below.*

**Resident Housing** – The facility uses a dormitory style-housing unit that is low cost to construct and results in intermittent supervision. The intermittent supervision allows the residents generous freedom that serves to trust their reliability for good behavior. The County can expect some behavior violation



LCF Dormitory Living Unit

# Lancaster County

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## FACILITY INVENTORY

problems due to this supervision style. The facility's low numbers of incidents can be attributed to the management and supervision qualities of staff and sound classification practices.



**Workshop** – The facility includes a workshop for the construction component of the jail system. The shop offers a great deal for the department and serves a practical use for the work crews. The shop is located inside this residential structure creating liability. The shop cannot serve a larger population and should be enlarged when expansion occurs. The County should develop a stand-alone facility on the grounds to provide

adequate workspace with separation of critical equipment.

**Storage** – Storage space at the Correctional Facility is barely adequate and should also be expanded when possible.

**Building Infrastructure** – The Department is already scheduling improvements to the HVAC system.

**Control Room** – Security equipment at the control room is low cost and aging with a need to consider upgrading during the next expansion project.

**Staff Work Spaces** – The staff space is marginal due to infrastructure problems and age of the building. The spaces are just adequate and should be considered for upgrade during the next expansion project.

**Medical Spaces** – The space provided for medical services is marginal but workable. Few health concerns exist at the facility and operationally the department moves residents to the mail jail when health services are required.

### ***ABILITY OF EXISTING FACILITIES TO MEET PROJECTED NEED***

The existing facilities can be modified to meet the projected growth of the county's jail population. Expansion is necessary. The scope of the expansion project depends in great part to the success of recommended measures to mitigate the capacity requirements.

Existing space at the Department of Corrections cannot accommodate the intended programs to implement the master plan. As stated elsewhere, the department will need the space now assigned to the Probation Departments that was redirected from the department to the

# Lancaster County

## CORRECTIONS STAFFING ANALYSIS

Probation Departments when the building project was completed in 1991. This additional space is essential to the success of the master plan elements and the Department of Corrections.

### *NEED FOR ADDITIONAL SPACE FOR FUTURE POPULATION*

The continuing growth in the jail's population requires increased bed capacity or change in incarceration practices. Should the County fail to manage the jail population through alternative programs and/or policy changes the expansion would be costly. As in any jurisdiction, there are several scenarios resulting in different space requirements. The following cost data represents what the County could expect if no changes are made.

Intake/Detention Site		Costruction and Project Cost	Staff to Add	Yearly Salary & Benefits
Year	Beds to be Built			
2010	250	\$26,932,500	83	\$3,083,333
2015	345	\$37,166,850	115	\$4,255,000
2020	445	\$47,939,850	148	\$5,488,333

**Table 59, IDF Construction Site Cost Projection**

The County could build new facilities to accommodate growth. Building to the year 2015 could require an additional 345 beds at a project cost of \$37 million. Staff increases would cost another \$4.3 million per year. Building to the year 2020 would require 445 beds with project cost estimated at \$48 million and annual staff cost of \$5.5 million.

## CORRECTIONS STAFFING ANALYSIS

VRJS reviewed the current staffing patterns and practices used in the Lancaster County Corrections Department. Working with key staff, criteria for staffing each of the facilities was reviewed to achieve the optimal service plan. Particular emphasis is given to the implications of crowding upon staff requirements. Overall staffing plans for each facility is provided with the master plan recommendations discussing additional staff implications.

### **Staffing Determinants**

There are four major determinants of staffing within institutions. These determinants are comprised of many elements within each of these categories. The determinants are the following:

### **Mission Statement**

A written statement delineates the purpose and mission of the organization. The mission dictates activities and services to be provided. The mission statement references legal mandates. Standards and constitutional requirements can and do mandate that certain activities and functions occur in the facility that affect staffing.

### **Physical Layout**

The design and layout of the physical structure directly impacts the staffing level. The physical plant dictates the staff's ability to maintain sight and sound contact with the inmates, flow patterns, and ability to classify inmate, and, to some degree, the method of supervision.

### **Operational Characteristics**

The number, frequency, and schedule of inmate programs and services dictate in part the staffing level. This, as well as the numbers and type of individuals being detained, will impact the staffing level. In some cases, management can control the activities; in other cases, the agency has little input, i.e., to receive new inmates or to provide those services that are mandated by jail standards.

### **Shift Relief Factor**

The shift relief factor is the figure used to determine the number of personnel necessary to staff posts as required due to the number of days of leave and days off by other staff. The shift relief factor is a multiplier that is used to compensate for round-the-clock operation, regularly-scheduled and unplanned days off, vacations, holidays, sick days, training, and other leave days such as funerals, injury, and discipline time.

These four factors together dictate the staffing level. A single answer to the exact staffing requirements is not possible but the review provides an overview of the staffing needs.

# Lancaster County

## CORRECTIONS STAFFING ANALYSIS

### EXISTING ORGANIZATIONAL CHART

The existing organizational structure is shown in the following diagram.

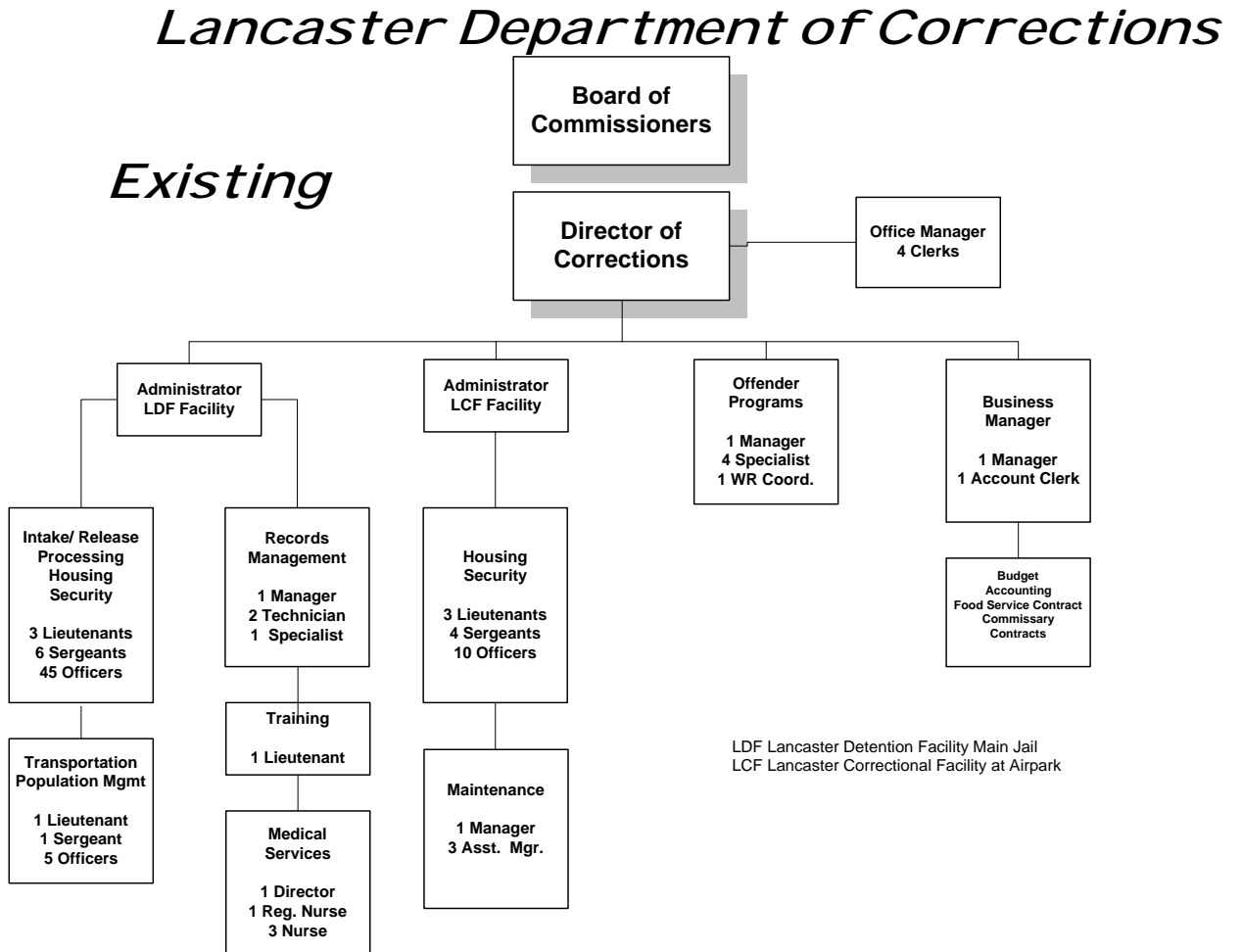


Table 60, Existing Organizational Chart

# Lancaster County

## CORRECTIONS STAFFING ANALYSIS

The following table provides a summary of the class positions in the department currently.

Positions	Total	LDF	LCF
Director	1	1	
Jail Administrator	2	1	1
Correctional Specialist II	1	1	
Assistant Nursing Director	1	1	
Business Manager	1	1	
Records Manager	1	1	
Manitenance & Const. Mgr.	1		1
Asst. Maint. & Const. Mgr.	3	2	1
Correctional Specialist I	5	4	1
Records Specialist	1	1	
Records Technician	2	2	
Lieutenant	8	5	3
Sergeant	12	8	4
Corrections Officer	68	55	13
Registered Nurse II	1	1	
Nurse I	3	3	
Office Manager	1	1	
Clerk Typist II	4	4	
Account Clerk II	1	1	
<b>Total</b>	<b>117</b>	<b>93</b>	<b>24</b>

Table 61, Existing Staff List

### Shift Relief Factor

The shift relief factor (SRF) is a figure used to determine the number of personnel necessary to staff posts due to the number of days of leave and days off by other staff. The shift relief factor is a multiplier used to compensate for round-the-clock operation, regularly-scheduled and unplanned days off, vacations, holidays, sick days, training, and other leave days such as funerals, injury, and discipline time.

The full implications of the shift relief factor must be taken into account in order to understand the need for staffing a post. Each post in the jail must be considered in relation to the need to replace an absent staff member. The training officer post would not normally be replaced during breaks or meals by temporary staff, relief staff, or assignment of overtime if he/she called in sick. On the other hand, if a control room officer or living unit officer were to call in sick, jail supervisors must identify a replacement for the post. In the jail environment, the supervisor, following established county and department policy, makes a number of daily decisions on filling posts. Some vacancies are scheduled leave, such as holidays and vacation time. The more serious vacancies occur at the last minute, making it difficult for the supervisor to find replacement staff.

The shift relief factor may also include the time it takes to fill vacancies. Time away from the job or post during departmental recruiting, selecting, and training of new employees, can create a significant negative impact on the shift relief factor. A high turnover rate will

# Lancaster County

## CORRECTIONS STAFFING ANALYSIS

require an abnormally high training rate to satisfy the needs of new employee orientation/preparation.

It is important to review the total number of staff available to provide the desired services by day and shift, rather than by immediately considering "total staff". Values are shown at the bottom of each staffing sheet that shows the number of staff on duty during each shift.

The current factor is 1.71 for FOP detention officer posts, 1.64 for un-represented staff positions and 1.68 for ACSME represented staff.

### ***SHIFT RELIEF FACTOR COMPUTATIONS***

The following table provides the computations used to determine the shift relief factor.

SHIFT RELIEF FACTOR COMPUTATION FORM	
<u>STEP</u>	
1	Number of days per year that the agency is closed: I.e., no services are offered
2	Number of agency work days per year equals 365 - Step 1
3	Number of regular days off per employee per year: (usually 52 weeks/yr. X 2 days off/week = 104)
4	Number of vacation days off per employee per year
5	Number of holiday days off per employee per year (11 holidays per year)
6	Number of sick days off per employee per year (should be actual average for the staff)
7	Number of other days off per employee per year (this includes military leave, funeral leave, unexcused absences, disciplinary time off, special assignments, etc.)
8	Number of training days per year
9	Total number of days off per employee per year equal Step 3 + Step 4 + Step 5 + Step 6 + Step 7 + Step 8
10	Number of actual work days per employee per year = 365 - Step 9
11	Lunches and breaks Step 10 x 0.0625 downtime factor
12	Actual work days 1 year Step 10 - Step 11
13	Shift relief factor = Step 2 / Step 12
If high turnover, another factor to include in Step 7 is the time it takes to fill a vacancy.	

**Table 62, Computation Formula Worksheet**

# Lancaster County

## CORRECTIONS STAFFING ANALYSIS

### EXISTING SHIFT RELIEF FACTOR

The Department summarized the hours used in the year 2000/2001 for the factors that establish the shift relief factor. The following table shows the available data to compute the existing shift relief factor. The total numbers of hours taken was divided by the number of employees in each classification resulting in an average per employee.

	Officers	UnRepresented	ASCME	All
1 Number of days per year agency is closed	0	0	0	0
2 Number of agency work days per year	365	365	365	365
3 Number of regular days off per employee	104	104	104	104
4 Number of vacation days	13	13	13	13
5 Number of holidays	8.7	13	13	11
6 Number of compensatory days	0	0	0	0
7 Number of sick days	9.13	7.18	12.7	9.1
8 Other days taken	6.78	0.07	0.64	4.18
9 Number of training days	10	5	5	7.5
10 Total days off per employee	151.61	142.25	148.34	148.78
11 Number of days actually worked	213.39	222.75	216.66	216.22
12 Lunches/breaks .0625				
13 Actual work days per year	213.4	222.8	216.7	216.2
14 Shift relief factor	1.71	1.64	1.68	1.69

Note: Officers are paid 3.75 days of holiday time

Table 63, Jail Staff Shift Relief Factor Calculations

Using the existing shift relief factor, the following summary represents the distributed of staffing resources over the three shifts. Because the staffing plan is fluid and changes daily due to many circumstances, the plan cannot be exact on every detail. The jail's management must respond to daily schedules and needs for replacement of missing staff or requirements for staff imposed from outside agencies.



# Lancaster County

## CORRECTIONS STAFFING ANALYSIS

### EXISTING STAFFING PLANS

#### Staffing at the Intake and Detention Facility

	Days	Eve	Nights	Total	SRF	Staff
Director	1			1	1	1
Business Manager	1			1	1	1
Facility Administrator	1			1	1	1
Training Lieutenant	1			1	1	1
Recruiting Sergeant	1			1	1	1
Lieutenant Shift Commander	1	1	1	3	1	3
Programs Manager	1			1	1	1
Programs Corr. Specialist	1	2		3	1	3
Work Release Coordinator	1			1	1.00	1
Records Manager	1			1		
Records Technician	2			2	1	2
Records Specialist	1			1	1	1
Accounts Clerk	1			1	1	1
Sergeant	2	2	2	6	1	6
Control Room	2	2	2	6	1.71	10.3
Pod A Tower	1	1		2	1.71	3.4
Pod B Tower	1	1		2	1.71	3.4
Pod C Direct Supervision	1	1	1	3	1.71	5.1
Pod D Direct Supervision	1	1	1	3	1.71	5.1
Booking	2	2	2	6	1.71	10.3
Escort/Relief/Rover	2	2	2	6	1.71	10.3
Property Sanitation Worker	1		1	2	1.00	2.0
<i>Transportation</i>						
Lieutenant	1			1	1	1
Sergeant	1			1	1	1
Officers	5			5	1	5
Asst. Nursing Dir.	1			1	1	1
Registered Nurse		1		1	1	1
Nurse	1	2		3	1	3
Clerk Typist III	1			1	1	1
Clerk Typist II	4			4	1	4
Construction & Maint.	2			2	1	2
	<b>43</b>	<b>18</b>	<b>12</b>	<b>73</b>		<b>91.9</b>

**Table 64, Existing Staffing Level at IDF**

The table shows that only 14 staff operates the main jail during the evening hours and 11 personnel are available during the night shift. The day shift numbers include administration and support staff.

Pods A and B are monitored by tower control rooms. These control rooms exist at the second level of the space and look down into the dayroom spaces without any direct access to enter the room. The officers have virtually no control or supervision of the inmate population. They

# Lancaster County

## CORRECTIONS STAFFING ANALYSIS

only have the ability to control door locks and make announcements on public address or intercom systems. There are no officers assigned to towers at pods A or B during the night shift.

The nursing staff does not have a relief factor to replace personnel who are off for any reason. This is a serious deficit for covering the necessary hours. The County should add nurses to provide the desired coverage. Many counties have gone to contracts by private vendors for health services. This requires detailed definition of the required services. The County does not provide the coverage necessary given the current staffing levels.



Dayroom of Indirect Supervision with Observation Tower

Staffing at Lancaster Correctional Facility

	Days	Eve	Nights	Total	SRF	Staff
Facility Administrator	1			1	1	1
Lieutenant	1	1	1	3	1	3
Supervisor Sgt.	1	2	1	4	1	4
Control Room	1	1	1	3	1.71	5.13
Rover	1	2	1	4	1.71	6.84
Transportation	1	1	1	3	1.71	5.13
Programs - Corr. Specialist		1		1	1.00	1
Construction & Maint.	2			2	1	2
	8	8	5	21		28.1

Table 65, Existing Staffing Level at LCF

The actual numbers of staff normally on-duty at the Correctional Facility is shown in the above table. True staffing compliment and distribution is harder to accurately portray. This facility uses 15-25 on-call temporary staff to help fill the posts. This staffs are asked to work 32 hours a month. This is an extremely cost effective method for managing the operations. The practice is difficult to manage for the administrators and supervisors due to the many staff and part-time nature of their work patterns. Sergeants also work as relief for officers for breaks and lunches.

# Lancaster County

## CORRECTIONS STAFFING ANALYSIS

### RECOMMENDED STAFFING INCREASES TO DEPARTMENT OF CORRECTIONS

With the exception of the new deputy director, the following list represents those positions that should be added to the Department of Corrections due to the workload and the numbers existing prisoners.

New Positions Recommended	#	Salary	w/Benefits	Total
<i>Classification Supervisor Sergeant</i>	1	\$32,900	\$42,770	\$42,770
<i>Classification Specialists</i>	4	\$27,100	\$35,230	\$140,920
<i>Booking Officers</i>	4	\$27,100	\$35,230	\$140,920
<i>Special Management DS Officers</i>	8	\$27,100	\$35,230	\$281,840
<i>Tower Officers Night Shift</i>	4	\$27,100	\$35,230	\$140,920
<i>Visiting officer control</i>	1	\$27,100	\$35,230	\$35,230
<i>Records Technician</i>	1	\$27,000	\$35,100	\$35,100
<i>Nurse LPN</i>	1	\$29,700	\$38,610	\$38,610
<i>Psych/Mental Health/Substance Abuse Coordinator</i>	1	\$37,000	\$48,100	\$48,100
<i>Inventory/Supplies/Uniforms/Front Desk</i>	1	\$21,500	\$27,950	\$27,950
	26		Total	\$932,360

Table 66, Recommended New Staffing Positions

**Classification Sergeant** is needed to supervise the classification process and to assume the responsibility for discipline and grievance processing.

**Classification specialist** are needed to fully implement the classification of arriving prisoners prior to housing assignments, periodic review and reclassification following case events.

**Booking Officers** - The volume of booking is causing delays in process and a backlog of arrests for processing. Booking officers process data and serve as an information specialist for the intake and release functions.

**Special Management Officers** are needed to provide supervision in the special management-housing units that currently get the minimum of intermittent supervision by a roving officer. This group has the highest need for supervision but receives one of the lowest. The unit is now observed from a tower control station. Both A and B pods are divided into two living units and contain inmates that have difficulty in living with the general population. An officer will be assigned to each unit during the days and evening shift but not the night shift.

**Tower Officers** should be added to the night shift to monitor the four living units from the two control towers. Currently, no staff is assigned to these living units during the night shift due to staff shortages.

**Records Technician** is needed due to the high volume of intake, release, prisoner courts dates, and of corrections records.

**Nurse LPN** is needed due to the continuing growth in the inmate population. Currently nursing levels cannot maintain proper care for the numbers of prisoners held and the hours required.

**Psych/Mental Health/Substance Abuse Coordinator** is needed to handle the long-standing needs of mental health and substance abuse needs of the prisoner population. This person will coordinate contract services and serve as case manager for released prisoners.

# *Lancaster County*

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## **CORRECTIONAL FACILITY PROGRAMS**

**Visiting Officer** controls the visiting function of screening public visitors. This position would be assigned to the evening shift. If video visitation is implemented the position could be eliminated.

**Inventory/Supplies/Uniforms/Front Desk Clerk** is needed to support the departments inventory and to help with the reception function for the department.

## **CORRECTIONAL FACILITY PROGRAMS**

VRJS reviewed the inventory of public and private agencies that work with offenders. The assessment of offender services and programs in the correctional facility/detention disclosed that in-custody services are better than out-of-custody programs providing few alternatives to incarceration or sanctions that avoid incarceration. Without these services, the system relies on incarceration as the main function for offenders.

There are three correctional specialist assigned to the jail to run all programs at both facilities. Specialists must carefully allocate their time between the two divergent populations.

### **Inmate Classification**

The placement of incarcerated persons in the various housing units, cells, and programs requires careful evaluation of each prior to assignment. An Objective Classification Program requires assessment of each resident by interviewing for current attitude and research of background information. VRJS, Inc. conducted an independent review of the classification system using national standards and the National Institute of Corrections' models to classify the inmate population. The system implemented by Lancaster County replicates the classification process recommended by the National Institute of Corrections. The county's classification system provides a risk assessment process that is sound in theory and weak in practice. The weakness is the lack of assigned classification specialists. Sergeants responsible for staff supervision and many other important tasks must conduct the initial assessment and housing assignments. Programs staff is then responsible for follow-up assessment and all further evaluations. This staff must assess the need for special needs housing, protective custody and segregated housing. Although program staff is assigned many other responsibilities and cannot dedicate the required time to this process, the low number of incidents in the facilities speaks well of the effort made by the current staff.

Until trained specialists are assigned for the total accountability for classification processing, the County remains unable to fully implement this valuable risk assessment plan. VRJS recommends the addition of classification specialists to the department's staffing plan and that the specialist conducts all classification processing. The National Institute of Corrections offers training, technical assistance and resource materials for the development or improvement of classification functions. VRJS recommends that the County initiate this action soon.

Information gained through the interviews conducted by Pretrial Screening staff will enhance the information available for Classification Officers, allowing better decisions in

# *Lancaster County*

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## **CORRECTIONAL FACILITY PROGRAMS**

housing assignment. Some systems have integrated Pretrial Services and Classification processing.

### **Work Release**

The work release program offers in-custody prisoners the chance to be temporarily released from jail to attend work, seek employment or attend school. Defendants and/or attorneys request approval for work release privilege. The work release staff screen applicants for acceptability and judges must approve work release status. Once assigned, work schedules and hours for release are established. The prisoner is then assigned to the Lancaster Correctional Facility at Airpark. Participant numbers have increased to between 55 to 60 average populations. County and District Court defendants are equally represented at the facility.

The work release program is very time-consuming operation due to the application process, approval requirements, needs for supervision, monitoring, documentation and review. Offenders have been assigned to work release while working off fines, which is double billing this system. Offenders defer fine payment at \$60 per day by participation in the work release while earning salary for their employment. The department charges \$7 per day for work release offenders to offset operational cost. State statutes prohibits the department from charging for room and board, however, the department charges for laundry and other services. Out of County and out-of-state work release participants are charged \$55 per day.

Several county jurisdictions have considered that work release serves a very narrow population. These offenders need evening supervision and maintenance of their employment. Since these offenders are released from custody daily, the use of secure jail beds could be avoided through assignment to home detention and field supervision. Telephone monitoring systems and electronic bracelet system are used to supplement field supervision. Currently, staff only periodically conducts field checks on those released. There is little to ensure that offenders comply with their conditions of release. The failure to supervise defendants in the community leaves the county vulnerable. Only those who fail to return at the appointed hour are sanctioned for failure.

The County should implement field supervision and carefully assign offenders to the work release program. Since other alternatives to incarceration are not available, the work release program has grown. Implementation of programs to sanction and supervise out-of-custody offenders could reduce but not eliminate the need for this program.

Part-time work release coordinators are assigned to each of the District and County Courts. Each of these staff performs duties for the respective court. There is little coordination between these coordinators and the jail that must operate the program and supervise the offender. VRJS recommends that these two positions be consolidated into one single program to provide a broad range of services to the Courts and criminal justice system. A single agency must be responsible for work release and must also be responsive to participating officials.

# *Lancaster County*

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## **CORRECTIONAL FACILITY PROGRAMS**

### **Religious Services**

The department provides religious services to the inmate population through the use of volunteer chaplains through the Good News Jail and Prison Ministries. The department reports that volunteer services have been very successful in the delivery of religious services. This community-supported program has contributed to a new group of organized volunteers who work with offenders that has been absent in prior years.

### **Mental Health**

Corrections provide a minimum level of mental health services to a population with a high level of need. Since the de-institutionalization of the mentally ill, the jail experienced continuing growth in this unique offender population needing assistance. Law enforcement reported the same requirements and deficiencies.

Program specialists are the jail's attempt to respond to these needs, but lack specific training and adequate resources. Staff reports stress in the volume and intensity of these needs and work a four-day, 10 hour work shift. Much of the staff's work involves the processing of emergency protective custodies (EPC).

A doctor visits weekly and is available for crisis on-call requests to review status of mental health offenders but staff copes with the day-to-day needs.

Due to the alarming rate of incarceration for this group, VRJS recommends that a mental health and substance abuse specialist be assigned to the jail and that the County expand local resources to offer services to this special needs population. Contracting with existing services is recommended due to the high quality of community resources.

### **Discipline and Grievance**

The department established a well-defined policy and procedure for handling inmate grievance and discipline. The operations lieutenant and records supervisor manage the discipline and grievance process.

### **Health Services**

Health services are managed by the administration using County employees for the nursing staff and contract doctors visiting during the week. Due to high staff turnover, the department struggles to keep positions filled. There has been a substantial increase in the number of medications and persons suffering from substance abuse withdrawal. There has been publicity concerning the number of meth labs and substance abuse; nowhere is the problem more apparent than in the jail. The system has inadequate resources to cope with this increase.

VRJS recommends that an additional staff position be assigned to the health services to cover the number of offenders at the two facilities, 16 hours and 7 days per week.

# *Lancaster County*

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## **CORRECTIONAL FACILITY PROGRAMS**

### **Case Management**

The addition of a case management person at the jail assigned to work with released prisoners to interface with the community would help defendants get appropriate services and would reduce revictimization. Because an offender is not likely to succeed without continuing help following release, the department should do more follow-up work with released offenders to reduce the chance for re-offending. Many offenders are stabilized during their stay at the jail only to go back to the same environment without aftercare and eventually deteriorate.

### **Referral Agencies**

The jail used available community resources by referring defendants and offenders to receive needed assistance. The following list provides insight to the services used:

Adult Education – GED Continuing Education	Hispanic Center
Alcoholics Anonymous	House of Hope of Nebraska Inc
Alternative Paths	Housing Authority
Adult Children of Alcoholics (ACOA)	Humane Society
Bar Association of Nebraska	The Gathering Place
Bryan/LGH West Anger Management Program	The Independence Center
Catholic Social Services Bureau	Job Outfitters
Center Pointe	Lincoln Action Program
Child Guidance	Lincoln Council on Alcoholism and Drugs
Child Protective Services	Lutheran Family Services
Consumer Credit Counseling Service of NE	Mexican-American Commission
Community Mental Health Center	Narcotics Anonymous (NA)
Cornhusker Place	Commission for the Hearing Impaired
County Attorney's Office – Lancaster County	People's City Mission
Crisis Center	Public Defender's Office - Lincoln
Department of Social Services	Rape/Spouse Abuse Crisis Center
Domestic Violence Hotline	Salvation Army
Family Service/Counseling Center	Southeast Community College
First Step Recovery Center	VA Medical Center
Friendship Home	Valley Hope
Good Neighbor Center	Victim/Witness Unit – Lincoln Police Department
Good News Jail and Prison Ministries	
House of New Life	

## ***ALTERNATIVE METHODS OF INCARCERATION***

### **Cornhusker Place**

Lancaster County has a valuable asset in Cornhusker Place, a private non-profit agency that accepts persons charged with alcohol related offenses or who have been found in public intoxicated. Law Enforcement personnel may take individuals to Cornhusker Place

# *Lancaster County*

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## **CORRECTIONAL FACILITY PROGRAMS**

to sober up. The individuals at Cornhusker Place are there under civil protective custody. If a person becomes disruptive after being taken to Cornhusker Place by law enforcement, the person is picked up by law enforcement authorities and taken to the jail for in-custody housing until they are sober or they post a bond. It was estimated that a dozen a month are transported from Cornhusker Place to the Intake and Detention facility.

**Public intoxication** - There is no specific statute for public intoxication. These persons are usually charged with commission of a crime as a means of removing them from the street. Contending with the public intoxication issue is difficult for law enforcement officers. Individuals are taken to the Cornhusker Place as a civil protective custody. The officer determines whether to put the individual in Cornhusker Place or the jail. If the person is disruptive they will generally go to jail. Although no one goes to jail for just public intoxication, many are served with outstanding warrants. If the individual arrives at the jail a bond will be established.

### **Mental Health Crisis Center**

The Crisis Center operates on a combination of Federal, State and County funding sources. The Crisis Center is responsible for all Region 5 intakes, which consists of 16 counties. The facility operates as an arm of the District Court Mental Health Board. All individuals brought to the Center must be evaluated within 36 hours. At a weekly meeting, the Mental Health Board reviews the evaluations and determines the need for Board ordered commitments. Due to funding limitations, the Center is unable to accommodate the numbers of persons in need of care. The State does not provide the necessary resources for this critical community needs. State resource beds cause delay in entry and prolonged waits for patients. There are only 15 beds available for crisis mental health and needs to be expanded.

VRJS recommends that the County contract additional services from the Center to cope with mental health issues.

### **Emergency Protective Custody (EPC)**

EPC is a mental health commitment for civil protective custody. If an arresting officer determines that an individual is mentally ill and a danger to self or others. Law enforcement takes the individual to the Crisis Center funded by the federal, state and county government. The agency receives money to screen for alcohol and drug dependencies as well as psychological evaluations.

Approximately nine hundred (900) Emergency Protection Custody (EPC) admissions occur yearly, with about 80% coming from Lancaster County. So far this year, average length of stay (LOS) is eight (8) days. Last fiscal year the average length of stay was five (5) days. In addition to the length of stay increase, the type of client has changed. Those diagnosed with both a mental disorder and a substance abuse problem (dually diagnosed) when they enter the Crisis Center has increased from 40% to 55% in two years. The resources required for treatment of the dually diagnosed are substantially increased. The



# *Lancaster County*

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## **CORRECTIONAL FACILITY PROGRAMS**

combination of increased LOS and the type of treatment required have resulted in the Center being unable to accept new admissions many times during the past year. The LOS is directly related to post commitment days. Although the State Statute requires the state to take custody, the State has a waiting list of 300 for long-term in-patient beds, virtually eliminating the State as a relief mechanism for the Crisis Center. This is the only option available at this time. The inability to take new admissions is likely to become more severe, placing a further burden on the Correctional Center to house the mentally ill.

### **Domestic Violence Cases**

Domestic Violence cases are handled with special emphasis. All domestic violence related cases are assigned to a specific county prosecutor who specializes in those cases. If a defendant is taken into custody and charged with an offense characterized as domestic related, they are not initially bondable until the defendant appears before the Court.

At arraignment, the minimum requested bond by the prosecutor is \$2,500 percentage bond, of which the defendant can post 10% (\$250) for release. It was reported that last year there were 1,200 reported cases of Domestic Violence in the City of Lincoln and approximately 50% were incarcerated. The law enforcement procedure for all domestic violence cases is to refer the victim to the Rape-Spousal Abuse Crisis Center and for follow-up contact by the police to encourage contact with the abuse crisis center.

The Lincoln police department maintains a detailed database on domestic violence and provides monthly reports. Their policy specifies that a victim advocate is referred to each case and the offender is referred to the Crisis Center. The Police Department contacts the on-call advocate to notify of every event. They reported anecdotally that there are not a lot of multiple offenders.

The prosecutor will proceed with cases even without victim approval or testimony. Victims are subpoenaed and while not very many are arrested, some will be arrested for failing to respond to the order. There are some diversions from prosecution based on specific circumstances.

### ***Domestic Violence Council Report Summary***

The Family Violence Council, a division of Lincoln Medical Education Foundation, was established in 1996. The following information on Domestic Violence in Lancaster County is based on their Domestic Violence Report for the years 1998, 1999 and 2000.

The Domestic Abuse Project was started in 1995, and formalized in 1996 when the Family Violence Council was formed. They have done much to improve both the internal processing of domestic offenders by facilitating a Case Management Team, as well as impacting the policies of many agencies within Lancaster County.

# Lancaster County

## CORRECTIONAL FACILITY PROGRAMS

### Definitions

#### Domestic Abuse<sup>13</sup>

Violence between persons who live or have lived together, or have lived together, persons who have had a child together, or persons who have had a past or present intimate relationship.

#### Child Abuse

As it occurs within the context of domestic abuse, or children who are present in households where domestic abuse has occurred.

#### Police Investigations

Calls for (domestic) service resulting in an incident report.

#### Incident codes

Codes used by police agencies (specifically Lincoln Police Department and Lancaster County Sheriff) to identify domestic cases.

- Database tracks only incident codes representing assaults and violations of protection orders.
- Database does not include child abuse cases.

The following data was included in the reports produced by the Domestic Abuse Project as part of the Family Violence Council. The database tracks domestic violence cases through the criminal justice system of Lancaster County.

### *Arrest Summary Domestic Violence*

#### *Assault & Protective Order Arrests*

Year	# of Assaults	Protection Orders	Total	Change
1996	1,315	193	1,508	
1997	1,156	224	1,380	-8.50%
1998	1,059	213	1,272	-7.80%
1999	1,071	192	1,263	-0.80%
2000	929	171	1,100	-12.90%

Arrests for either an assault or protection order violation showed a reduction from 1996, however protection order arrests have not significantly reduced in number.

Table 67, Assault and Protective Order Arrests

#### *Dual Arrests*

There has been a 625% decrease in dual arrests<sup>14</sup> from 1996 to 2000. The Domestic Abuse Project attributes this to improved investigations with a better understanding of issues.

<sup>13</sup> Definitions are taken directly from 1999 Domestic Violence Report.

# Lancaster County

## CORRECTIONAL FACILITY PROGRAMS

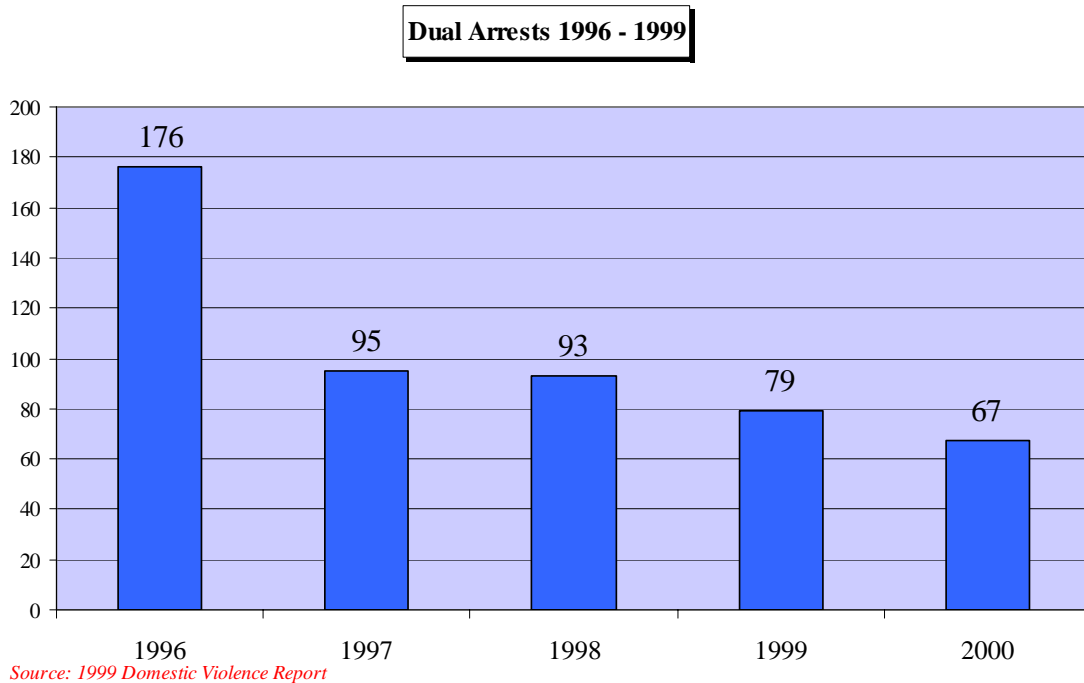


Chart 30, Domestic Violence Dual Arrests

### *Repeat Offenders of Domestic Violence*

Repeat offenses by the same individual have decreased over the database period.

#### *Repeat Domestic Assault Offenders*

Year	# of Assaults	Prt Order	Total Repeat Arrests	# Repeat Offenders	# Arrested 4 or more times
1996	225	99	324	196	24
1997	161	131	292	182	25
1998	167	104	271	181	17
1999	137	95	232	165	14
2000	94	68	162	138	9

Source: 2000 Domestic Violence Report

Table 68, Repeat Offenders Domestic Violence

<sup>14</sup> A dual arrest is where police arrest both parties involved in the incident.

# Lancaster County

## CORRECTIONAL FACILITY PROGRAMS

### Protection Orders – Domestic Violence

#### Protection Order Re-Offenders

	1996	1997	1998	1999	2000
Protection Order Arrests	193	224	213	192	171
Repeat Arrest - Protection Order Violation	99	131	104	95	68
% of PO Violations by Repeat Offenders	51%	58%	49%	49%	40%

Source: 2000 Domestic Violence Report

**Table 69, Protection Orders**

An average of 52% of offenders arrested on a protection order violation were re-offenders<sup>15</sup>.

#### Arrested and Jailed

The numbers of domestic assault arrests have decreased (29% decrease from 1996 to 2000), while the number of persons lodged under domestic assaults has increased (approximately 10% up to 1999), illustrating the trend of tougher sentencing practices for this type of offender. Fewer arrests and incarcerations occurred in 2000.

#### Arrested and Jailed 1996 - 2000

Year	Arrested	Jailed	% Jailed
1996	1,315	569	43.3%
1997	1,156	559	48.4%
1998	1,059	584	55.1%
1999	1,071	572	53.4%
2000	929	481	51.8%

Source: 2000 Domestic Violence Report

**Table 70, Arrest vs. Jailed Domestic Violence**

Most arrests for domestic violence are 3<sup>rd</sup> degree assault (a Class I misdemeanor), based on the nature of the assault.

The majority of these cases are prosecuted under a City of Lincoln ordinance, which has a maximum penalty of 6 months in jail or \$1000 fine or both. The maximum penalty under state law is 1 year in prison, a \$1000 fine, or both.

<sup>15</sup> Note: These numbers are based on protection order violations. There is a code for domestic assault + protection order, those are included in the assault analysis.

# Lancaster County

## CORRECTIONAL FACILITY PROGRAMS

### Prosecution for Domestic Violence

#### Prosecution History

Arrest Outcomes	1996	1997	1998	1999	2000
Pled Guilty	849	692	667	762	635
Found Guilty	35	37	41	64	43
Total Guilty	884	729	708	826	678
Arrests - No Charge Filed	220	254	167	58	32
Charge Dismissed	285	246	247	219	204
Pre-Trial Diversion	66	99	60	73	110
Transfer Juvenile Court	27	9	9	14	3
Pending	28	43	81	73	72
<b>Total</b>	<b>1,510</b>	<b>1,380</b>	<b>1,272</b>	<b>1,263</b>	<b>1,099</b>

Source: 2000 Domestic Violence Report

Table 71, Prosecution

The typical reasons for not filing charges were for insufficient evidence or insufficient corroboration. Also, investigative practices have changed in the past four years to arresting only the primary aggressor (as seen in the dual arrest chart).

In 1999, 25% of the total population with dismissed charges was routed to pre-trial diversion and in 2000 that group increased to 46%.

### Sentencing for Domestic Violence

In 1996, 24% sentences were either a jail sentence or probation. The year 1999 showed 68% of the sentences were jail sentence or probation and in 2000 those increased to 70%.

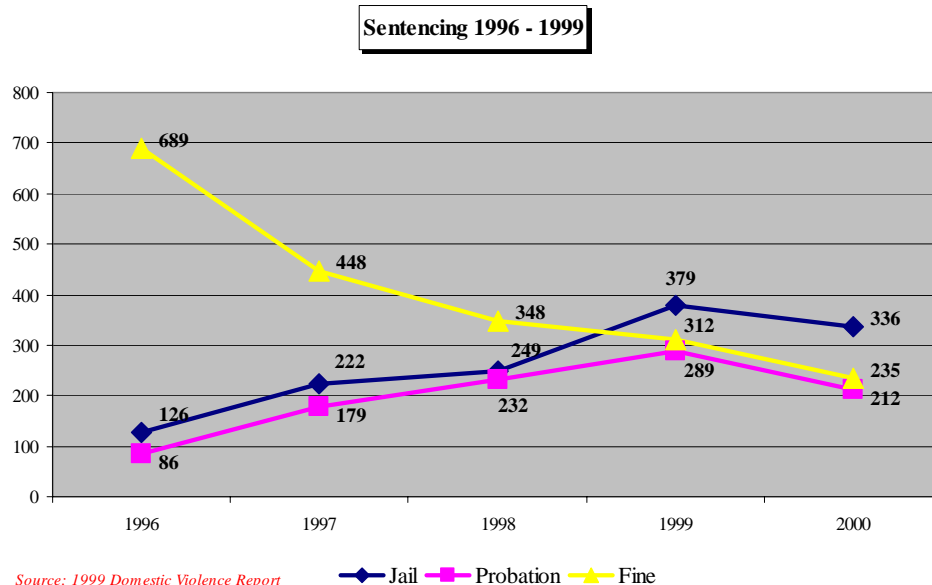


Chart 31, Sentencing for Domestic Violence

# *Lancaster County*

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## **CORRECTIONAL FACILITY PROGRAMS**

In 1999, 300 offenders were on probation for a domestic violence offense, compared to less than ten offenders on probation prior to the program's inception. The mean probationary period of 12 months has remained constant over the database period.

The median fine has increased from \$200 in 1996 to \$350 in 1999. The median jail stay has remained consistent at 30 days.

### **Out-of-Custody Work Crews**

The County does not currently support out-of-custody work crews. Out-of-custody work crews are successfully used in many jurisdictions to offer a sanction for punishment without the use of jail beds. Offenders must report to a central location for daily check-in, according to sentencing conditions. Corrections staff moves a group of 10-15 offenders to a work site and supervises the work program according to the recipients contract. The County can charge a daily fee for the work crew to offset expenses. The County will negotiate contracts to complete work projects sufficient to cover operational expenses and defendants can be required to contribute a daily fee for the option of participating in out of custody work crews. Typically, a \$350-400 rate is charged for a work crew and supervisor. The County provides a transportation van, trailer, tools and portable toilet for each crew.

The Corrections Department supports the concept of work crews that to complete community service projects or organized work efforts. Work projects are selected from local government jurisdictions and non-profit organizations or to those who cannot accord the expense.

### **In-Custody Work Crews**

The County operates an effective in-custody work crew. This program now operates from the Lancaster Correctional Facility at Airpark. Offenders sentenced to the jail and housed at Airpark are selected for projects that benefit the City, County and Lincoln community. County security staff supervises the in-custody work crews. The program uses jail beds for this program. Offenders are screened and assigned by jail staff from the sentenced jail population. They receive no extra pay for the work crews and they complete a lot of the outside projects. Projects are selected from those purposed by local government jurisdictions. These work crews are used for LCF maintenance duties, LCF cleaning, LCF landscaping and yard care, food service labor at IDF, cleaning of IDF public area, community service programs, and County shop duties. They report no thefts or walkways from the minimum-security facility.

Resources and staff supervising the work activities limit the number and type of projects. This program uses the untapped resources of jailed inmates, who are often idle with little constructive activity. The in-custody work crew program is designed to reduce inmate idleness and contribute to the community through work projects. Expansion of this program could increase participation in the low cost county work program, saving county

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## **CORRECTIONAL FACILITY PROGRAMS**

expenditures while reducing idle incarceration time. Assignment of a work crew supervisor could facilitate the implementation of broader services.

### **Community Service**

The Probation Department offers an unsupervised Community Service Program that could be expanded to offer more opportunities for the courts to sanction local offenders to reduce the jail's population. The Community Service Program requires management staff to gain the confidence of the courts in assigning offenders in lieu of incarceration.

Community Service is used narrowly in Lancaster County, and it may be viewed as a problem rather than a potential resource. Community Service is an excellent alternative to incarceration. The program is similar to the out-of-custody work program but is less stringent. The out-of-custody work program requires security staff to supervise the labor. The Community Service program orders offenders to report to an organization or work location to be supervised by staff from that organization. The recipient organization is responsible for all supervision and reporting of accomplishments.

The issues of liability and accountability were voiced as concerns and should be reviewed by the Lancaster County Justice Committee (CJC). The CJC should define the boundaries for improving the option. The Human Service Federation was suggested as a controlling agency.

The program should benefit the community and the justice system but a staff person must be assigned to organize and document the fulfillment of the conditions imposed to offenders. VRJS recommends that Community Service be strengthened to offer the courts with an additional non-custody sanction.

### **Home Detention Program**

Home detention (house arrest) with and without the use of electronic monitoring is successfully diverting jail populations in many jurisdictions. The home detention option confines offenders to their homes, and structured conditions define authorization to leave. The sanction can be with or without electronic monitoring. Electronic monitoring (tethering) is a home-based sanction under which the offender wears an electronic device that is remotely monitored through active or passive means. In passive systems, a computer makes random phone calls to the offender's telephone to ensure that the offender is there except during scheduled absences. Offender location can be tracked outside of the home environment through the use of voice tracking systems that are successfully monitoring offenders in work, school and community treatment assignments. An alternative system requires the offender to place calls to the computer that verifies location through the telephone number used and that the correct individual is making the call through voice print technology.

The offender is subjected to home visits from supervision officers that may require substance abuse testing. House arrest may be a useful sanction for offenders who require incapacitation, such as repeat DUI offenders. Offenders who do not comply with the

# *Lancaster County*

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## **CORRECTIONAL FACILITY PROGRAMS**

conditions of house arrest are returned to the sentencing judge for further consideration. Per diem fees can be charged to the offender for these services.

The Home Detention program augmented by the electronic monitoring system is now marginally successful in Lancaster County due to limited assignment and lack of program resources. The program should be adequately funded and offered to the courts as a method to relieve jail crowding. Field supervision staff and available equipment need to be increased. Low risk offenders now sentenced to the local jail could be diverted to the program. The service can also augment the pretrial release program for un-sentenced offenders. The costs of home detention are dramatically less than incarceration and designed with field supervision, it minimizes the chances of misconduct.

The County should consider the use of three levels of supervision in the Home Detention program: 1) high level of supervision with field unit bracelets, 2) medium level of supervision with voice monitoring, and 3) low level supervision with personal checks and telephone contacts. These levels of supervision are used in sequence, moving offenders through each level after successful periods at higher supervision levels.

Electronic monitoring is used at several phases of the criminal justice system: as an adjunct to work release or day reporting (where it can complete supervision to a full 24 hours), for weekend sentencing, and for supervising failures-to-appear without returning them to custody and as a component of a pretrial supervision program. Participants often complain that it is easier to serve their time in jail since there is little responsibility on their part. Technology associated with this sanction can include telephone-based breathalyzer testing for blood alcohol content.

### **Intensive Supervision Probation/Parole**

The Intensive Supervision Program (ISP) is an intermediate sanction to reduce jail population. ISP improves correctional resources by making more beds available for violent offenders and to offer an offender the opportunity to prove successful community supervision.

The program gives sentenced offenders an opportunity to obtain rehabilitation services outside the correctional facility. The program serves as a form of punishment between traditional probation and incarceration.

The Probation Department supervises an ISP but it is limited due to staffing resources. Some counties have implemented a county level program to supplement the State program as an alternative to local jail sentences permit inmates currently admitted to the jail to be considered for the program.

An Intensive Supervision Program could be applied to lower risk offenders from work release, home detention, day reporting center, county court probation, and pretrial release if the County expanded the service. Participating offenders can attend counseling or treatment programs while on ISP.

Higher-risk offenders are assigned to ISP to achieve high levels of supervision that involves daily contacts with the offender. ISP can be used with both misdemeanor and



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## **CORRECTIONAL FACILITY PROGRAMS**

felony-level offenders and is best used with offenders who have been previously incarcerated. The optimal caseload for ISP is 20 to 25 felony clients or up to 50 misdemeanor clients.

ISP can be combined with a period of shock incarceration with the aim of reducing the overall time incarcerated, or can be used with electronic monitoring for the most difficult offenders.

ISP has the potential to "widen the net" of social control of offenders and should be used selectively on offenders who require this level of supervision. An Intensive Supervision Program is best when displacing offenders from the jail to community supervision.

### **Day Reporting System**

The Day Reporting Program was started in the 1970's in Great Britain for chronic but less serious offenders, who lacked basic skills to survive lawfully, were socially isolated and often were dependent on drugs or alcohol. The Day Reporting Program is used to ease jail crowding.

This program has three elements:

1. Offenders must report on a regular and frequent basis as a condition of release or supervision to account for their presence or movements, or to participate in programs, services, or activities offered at the center.
2. The number of contacts per week has to be higher than the level of supervision that participating offenders would otherwise have.
3. The programs must provide services, activities, or treatments that either are not available, or which are available in more focused and intensive mode for non-clients.

This program can allow offenders to attend counseling or treatment programs so that they may re-integrate society as a lawful productive person. The Day Reporting Program could be used to quickly expand drug treatment capacity. Studies show that 75% of participants successfully complete the program.

Day reporting is non-residential supervision which includes monitoring via daily reporting to the jail or other facility, telephone contacts, electronic monitoring, substance use testing, and field visits by staff. Offenders can be ordered to report to jobs and/or receive additional programming such as educational/vocational counseling.

Day reporting can be used at the pretrial stage or as a condition of probation release. Offenders must pay a daily rate for participation in this program.

The Day Reporting Center combines many features found in other corrections programs, increased contacts between offenders and those supervising them, electronically monitored curfews, random drug testing, and vigorous enforcement of supervision conditions. The Day Reporting Center also emphasizes mobilizing community services and resources, such as drug and alcohol treatment and job placement, to alter negative

# *Lancaster County*

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## **CORRECTIONAL FACILITY PROGRAMS**

behavior and reduce the risk offenders pose to the community. Day reporting may be particularly suitable for drug offenders. The reporting center should provide treatment and education programs through contracted services to reduce cost and minimize county staff.

### **Treatment Programs**

There are no DWI treatment programs in the Lancaster County criminal justice system due to funding problems. There are alcohol education programs. DUI cases may receive treatment on a sliding fee schedule and private vendors offer alcohol treatment on sliding scales. There are openings in the outpatient treatment for those offenders not in custody.

The incarceration of substance abusers serves little purpose unless there are treatment options in place. Current practices provide little of the necessary treatment for both incarcerated and released offenders.

Treatment programs for substance abusers and domestic violence offenders should be enhanced. The Lancaster treatment community is acutely aware of the need for treatment but is prevented service delivery by current resources.

### **Drug Usage Information**

Lancaster County Drug Treatment Court Planning Team produced a Needs Assessment Report prepared by Denise C. Herz, Ph.D. and Judy Geiger. Information from this report was utilized in the following discussion.

### ***Drug Treatment Report Summary***

The Needs Assessment for the Lancaster Drug Treatment Court is a result of a 1999 Adult Treatment Court Planning Grant from the Office of Justice Programs. A planning team, comprised of key criminal justice and social service representatives met regularly to develop recommendations for a drug treatment court in Lancaster County. One of the first steps of this planning team was to assess the level and nature of drug use by arrestees in Lancaster County.

The Lancaster County Drug Treatment Court Planning Team database was compiled using interviews from arrestees booked into Lancaster County Jail between October 26 and November 1, 1999. Out of a possible 124 arrestees, 93 agreed to participate in the interview process.

The report found that problem use is slightly higher in African American male arrestees, less than 29 years old, who did not obtain a high school diploma. Those identified as being in the problem use category were charged with a felony offense more often.

# Lancaster County

## CORRECTIONAL FACILITY PROGRAMS

### Population Overview

#### Overview of Sample Population

		No Problem	Borderline	Problem
	<i>% of Total</i>	46%	18%	35%
Female		19%	29%	15%
Average Age		21	6	30
	<i>Race</i>			
Black		21%	6%	30%
Hispanic		12%	12%	9%
White		60%	65%	54%
Other		7%	18%	6%
	<i>Most Serious Charge</i>			
Warrant		35%	18%	21%
DUI			24%	6%
DUS		19%	24%	18%
Assault (including Domestic)		12%	6%	12%
	<i>Type of Charge</i>			
Felony		9%	12%	16%
Misdemeanor		91%	88%	84%
	<i>Education</i>			
Diploma		61%	47%	39%
GED		16%	18%	30%
None		21%	35%	30%

The measure of patterns or levels of use by drug was used to index the database population.

The Index included self-reported data including:

- Number of days used in past 30
- Need for treatment
- Previous treatment

Source: Drug Treatment Court Needs Assessment

Table 72, Overview of Drug Treatment Group

### Criminal Justice System Experience

#### Prior Experience w/ Criminal Justice System

	No Problem	Borderline	Problem
<i>Experience in System</i>			
Served time past 12 mo	30%	35%	36%
Prior diversion participant	16%	6%	15%
<i>Prior Offenses</i>			
Assault	36%	35%	36%
Theft	24%	42%	48%
Drug	1%	18%	18%
DUI	10%	24%	15%
Reckless	19%	24%	27%
Probation Violation	2%	12%	12%
Other	4%	6%	9%

Source: Drug Treatment Court Needs Assessment

Table 73, Prior CJ Experience of Drug Treatment Group

# *Lancaster County*

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## **RECOMMENDATIONS**

Prior offenses across the different drug use groups showed that arrestees with higher level of drug use were more likely to have prior records.

The report also examined drug use at time of arrest. Findings indicated that those in the “Problem” category were more likely to be under the influence at the time of offense (40%). The arrestees tested by urinalysis showed that 84% of the “Problem” category tested positive at time of booking compared to 3% of the “No Problem” category.

### **Summary**

The findings of the Needs Assessment report predicted an estimated 54% of arrestees in Lancaster County would be eligible for drug treatment court (assuming legal eligibility). They broke it down even further to estimate that 18% would be potentially classified as substance abusers, with 36% chemically dependent.

Additional data is needed to supplement the findings of this report. Findings are based primarily on self-reported data, which can be suspect, however the validity of the data is supported in the comparison of self-reported answers to the urinalysis results.

## **RECOMMENDATIONS**

Lancaster Criminal Justice System agencies work hard at their role and responsibilities. Each agency is aware of their own functional problems. Each element of the system impacts and/or is impacted by the other parts of the system. Because of this inter-relatedness, emphasis must be placed on determining how each agency can help the "system," or more specifically, what each agency can do to improve the system of justice and makes the system run more smoothly and effectively. As the Outcome Statement illustrates, there is the desire to move from a punishment orientation to outcome focused solutions.

Members of the system must continue to work together in a proactive and cooperative way if Criminal Justice in Lancaster County is to be cost-effective and efficient.

The jail population continues to grow. The jail is recognized as the most expensive sanction and that intermediate sanctions are more economical. The public will support well-planned alternatives in lieu of incarceration and the public wants to see sentenced low risk offenders working as part of their sentence. Increasing options for sanctioning criminal offenders will reduce the numbers of inmates held at the jail and result in cost savings.

### ***MANAGE THE JAIL POPULATION***

During the course of this study, the question was often posed, “Can Lancaster County manage the jail population better or is a new and larger jail necessary?” There are skeptics that don’t believe that changes to system policy and offering alternatives to incarceration will reduce the need for jail construction. Our experience confirms that jail population can be managed.

# *Lancaster County*

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## **RECOMMENDATIONS**

Recent work in Dakota County, Minnesota provides a good contrast. This is a county on the southern edge of Minneapolis and St. Paul, experiencing rapid community growth, spill over problems from the big city and increasing crime problems. The county's population is 350,000, which is over 100,000 more than Lancaster but the system is managing with a jail capacity of 196 beds (Lancaster capacity is 373 beds).<sup>16</sup> The jail holds similar types of prisoner population. The system works diligently at offering alternatives and maintaining policy of limiting jail use. The jail is crowded but they continue to improve the system to avoid further construction.

The County can improve the existing criminal justice system by selectively using available jail beds. With proper jail population management by the criminal justice system, the County could avoid building additional jail capacity for several years. The degree of construction cost avoidance and the length of time will depend on the success of the CJC Committee joint planning products and the commissioner's support of the process. Without continual participation by the commissioners the process will likely falter.

Bernalillo County, New Mexico (Albuquerque) has implemented a wide variety of alternatives to incarceration. The planning team even developed a Matrix Release Plan that failed implementation due to political posturing by one local official. As crowding continued, the presiding district court judge approved the appointment of a retired state district court judge as a pro tem judge. The pro tem judge would be paid by and work directly with jail. It was critically important that all of the district and metropolitan court judges "allow" the pro tem to intervene as necessary to assist jail in its population management efforts. The pro tem monitors the inmate population on a regular basis. The pro tem has been instrumental in creating and/or implementing several programs and system changes.

The existing court order specifies that the judge pro tem has the authority, to:

- Review and modify conditions of release, including transferring persons into the jail's Community Custody Program (Home Detention).
- Review and modify orders authorizing work release, including transferring persons into the jail's Community Custody Program.
- Review and modify sentences of non-violent misdemeanants, including transferring such persons into the jail's Community Custody Program.
- Review cases involving individuals arrested on warrants for failure to appear in court and/or failure to pay fines, with the authority to dismiss such cases or sentence such persons to time served where appropriate.
- Assist the district court in processing persons accused of probation violations.
- Issue orders to the New Mexico Department of Corrections to transport inmates to the local corrections facility and for transport of inmates to and from court.

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<sup>16</sup> There are 237 high security pretrial beds at the Intake and Detention facility and 136 low security, sentenced beds at the Correctional Center.

# *Lancaster County*

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## **RECOMMENDATIONS**

Lancaster County now uses few alternatives to incarceration and has a heavy reliance on punishment by incarceration and use of the jail for supervision of pretrial defendants. The County must either develop alternative sanctions for offenders and methods to improve offender processing or build a larger jail.

Over the next three years, Lancaster County could reduce the jail population demand by 125 beds daily (with the potential of over 150) by implementing the recommendations resulting from the Needs Assessment Committee work of the past year. The committee participants expressed strong interest in the concept of implementing alternative sanctions and controlling the jail's population. The committee understands the need to increase program delivery to avoid costly jail construction.

The County could defer or eliminate construction costs of over \$48 million and annual operating costs of \$6.6 million. The savings would result from the careful risk assessment of defendants and offenders prior to the use of the jail as the primary sanction.

County commissioners have little control over the criminal justice system. Continuing the meetings CJC and the Needs Assessment Committee is essential to move the system from the current status to one that provides a different emphasis.

The County experienced success with the implementation of early assessment for juvenile offenders and should develop similar procedures for the adult population. VRJS recommends that pretrial services be implemented to offer many of the same services. The County should implement methods to increase risk assessment and managing pretrial defendants.

The Needs Assessment Planning Committee discussed many options to change system practices and policies to control the use of the jail. The recommendations in this report evolved from the work over the last year by the Committee and experience of the consultant drawn from successful programs in other jurisdictions.

### ***NEED FOR IMMEDIATE CORRECTIONAL EXPANSION***

The expanded alternative programs will require additional facilities. Most recommended program enhancements relate to services that need to be located at the jail. Specifically, the pretrial services should be located at the jail booking area. Housing classification staff also needs to be located near the booking area to conduct their assessment of new arrivals. Day reporting and home detention programs are strongly related to the jail and would benefit from being located at the jail.

During construction of the main jail, the planned jail spaces were reduced to accommodate the probation departments, reducing the effectiveness of jail operations. Current support spaces are inadequate and in particular records and office spaces are insufficient. Relocating the probation departments to alternative locations to make improvements at the jail appears to be an appropriate decision, and it would be timely for the County to now identify spaces that could consolidate probation department functions. Finding space for treatment programs will be another consideration. Other facilities may be available for expansion of these recommended programs.

### REMODEL / ADDITION TO THE DETENTION FACILITY

#### Construct New Intake

The intake and release area is an essential function of the jail facility. Intake and release receives and processes incoming inmates and releases outgoing inmates. The intake and release process is the first encounter between the incoming inmate and the staff of the facility. Since emotions can be volatile, staff must exercise care in easing anxiety of the incoming inmates. This can be accomplished through effective staff training, sound policy, procedures, and appropriate design of the area. The area must be designed to lessen stress on the arrestee, staff, and arresting officers. The following concept drawing shows an improved intake area:

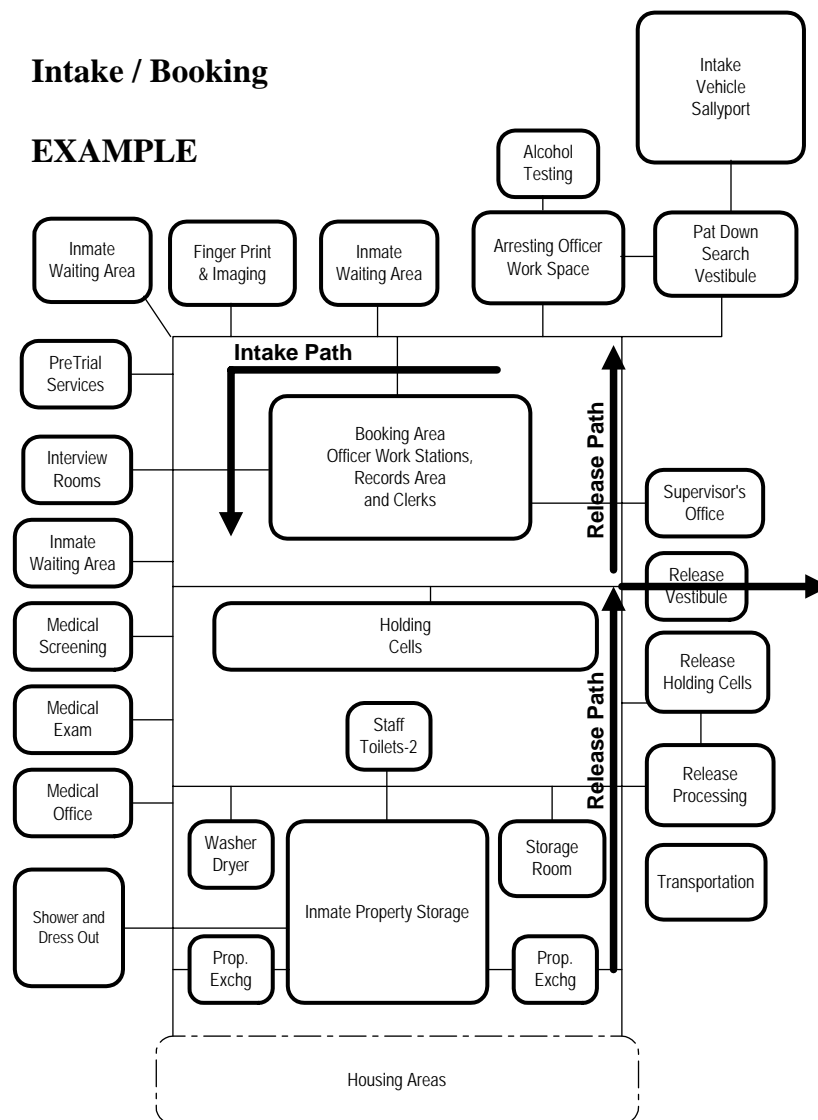


Figure 7, Example of Intake Booking Adjacency Layout

The intake/release area should be constructed to:

- move the inmate through the receiving and discharge processes in a timely manner;
- minimize conflict between the arresting officer and the inmate;
- create an environment that enables the staff to manage and control inmate behavior in a positive and professional manner; and
- minimize the interaction between newly admitted inmates and those awaiting release.

All inmates entering the facility pass through a receiving area that is accessed by vehicular and pedestrian sallyports. Loose property (non-clothing) exchange should take place in the pat-down room. Final-released inmates pass through a separate release corridor to the exterior of the building. Inmates leaving the facility on a temporary release basis, or those processed for release to other jurisdictions, leave via the vehicular sallyport.

### Intake Vehicle Sally Port

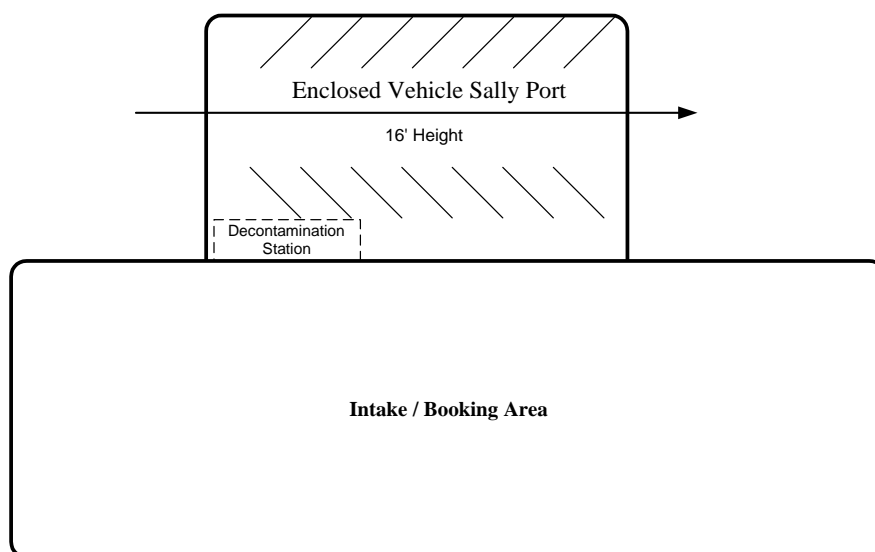


Figure 8, Example of Intake Sally Port Adjacency Layout

A pre-booking/arresting officer workspace area is provided for law enforcement officers to complete required paperwork before relinquishing custody of the arrestee to the jail staff. Arresting officers will interview prisoners to complete required reports.

Solving the existing problems of the intake and release will not be easy. VRJS recommends that the County commit to improving the intake and release function, and immediately initiate a detailed planning study to create a new intake area. The new intake space should be located next to new intake housing and special management housing to rectify other problems.



## RECOMMENDATIONS

The intake and release space should be located to the southwest corner of the existing main jail. "H" street running on the south of the building should be closed to provide building access and land for building.

### Construct 60 bed Intake Housing Unit

Intake housing serves as the initial classification (assessment) housing to accommodate inmate orientation by providing each arriving prisoner with an overview of inmate rights and summary of inmate expectations. The department should provide videotape orientation materials to uniformly inform defendants of important issues.

Every arriving offender passes through the Classification Center and remains for up to two to four days during which time the inmate is evaluated for medical, mental health, special needs, special behaviors, etc. An intake unit would emphasize the offender evaluation process.

This unit will operate under a more restrictive management concept than general population housing units. The unit uses single cells to segregate inmates during this initial evaluation period and may contain sub dayrooms. Inmates in this classification are managed by direct supervision. Classification officers are located in space adjacent to the unit to conduct the evaluations. The unit will contain medical triage and be immediately adjacent to the new special needs unit that would contain some medical and mental health areas. The cells should have full frontal glazing.

VRJS recommends the construction of 60 beds adjacent to the new intake area because prisoners should be easy to move from intake to the intake-housing unit.

The following diagram shows the relationships between staff and inmates under direct supervision surveillance:

#### Direct Supervision Model

Staff assigned at the living unit will be provided with a workstation containing door controls for each unit.

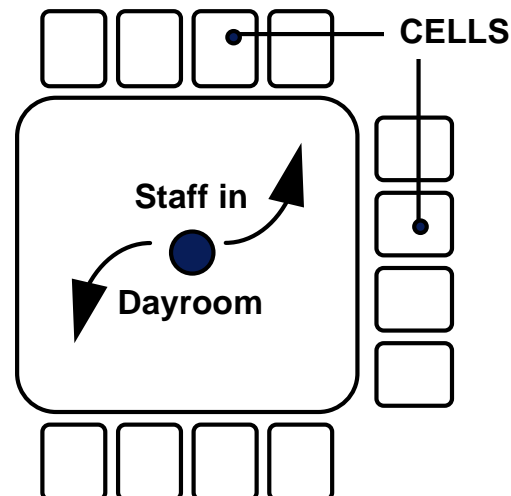


Figure 9, Direct Supervision Living Unit

### Construct 50 bed Special Management Housing Unit

The County should construct a special needs living unit containing at least 50 beds to house special populations such as, the disabled, mental health issues, disease, suicidal tendencies, and suicidal and other special cases. These inmates pose a challenge for both operations and jail design. The jail cannot adequately cope with this population but new facilities should improve the County's ability to accommodate that group. Living unit B-1 would continue to hold violent inmates.

### Jail Future Expansion Construction

A fully funded array of services and programs could delay the construction of expensive jail capacity above that recommended in this report. The County can implement changes to control the jail population or build additional capacity.

The worst-case scenario is that no programs get implemented, the admission rate continues to grow at the same rate as the historic pattern, and the average length of stay (ALOS) continues to grow. The number of admissions increases and each prisoner stays at the jail longer. The table below represents the growth and the required beds including the minimum of 15% for classification and peaking of the average numbers. The column on the right indicates the number of beds short in each year.

	County Population	Admission Rate	ALOS	Number Admissions	Prisoner Days	ADP	Bed Capacity	Short Beds
2003	244,073	0.0417	13.4	10,166	136,098	372.9	429	112
2004	246,116	0.0418	13.7	10,276	140,882	386.0	444	127
2005	248,175	0.0418	14.0	10,385	145,666	399.1	459	142
2006	250,020	0.0420	14.3	10,495	150,450	412.2	474	157
2007	251,878	0.0421	14.6	10,605	155,234	425.3	489	172
2008	253,751	0.0422	14.9	10,715	160,018	438.4	504	187
2009	255,637	0.0423	15.2	10,824	164,802	451.5	519	202
2010	257,538	0.0425	15.5	10,934	169,586	464.6	534	217
2011	259,590	0.0425	15.8	11,044	174,370	477.7	549	232

**Table 74, Future Bed Shortage Table**

The growth pattern shows the urgency for implementation of alternative to incarceration programs. The County needs relief from jail crowding immediately.

Without relief from the population growth the County must consider construction of additional beds. Because planning can be expected to consume 6 to 18 months and construction requires about 24 months, construction of beds to meet the projected bed needs for the year 2011 would require that the County initiate planning in the immediate future.

Projecting the need to construct additional jail capacity during the next ten years will require another review to determine the success that Lancaster County achieves in the next

# Lancaster County

## RECOMMENDATIONS

two years. Lack of action and failure to achieve essential agreements will require jail construction within the foreseeable future.

The following table represents a range of cost for construction of beds at the main jail location. The data includes construction and associated project cost for a project with escalated construction cost in the near future. The building size recommended, assumes fewer square feet per inmate than that in the existing building. The staffing positions are projected using a national average per bed, with the salaries and benefits based on the average shown in the existing budget.

<b>Construction Medium to High At Intake/Detention Site</b>	<b>Costruction and Project Cost</b>	<b>Staff Number Added</b>	<b>Yearly Salary &amp; Benefits</b>
<b>Beds to be Built</b>			
<b>200</b>	\$21,546,000	67	\$2,466,667
<b>300</b>	\$32,319,000	100	\$3,700,000
<b>400</b>	\$43,092,000	133	\$4,933,333
<b>500</b>	\$53,865,000	167	\$6,166,667

Table 75, Range of IDF Future Construction and Staff Cost

### Expansion of Airpark -100 beds Option

Comparison construction at Airpark would be less expensive due to the assumption that less secure beds are built and that fewer square feet per prisoner is built due to the nature of the operations. The low security option could be used in Lancaster County if the low risk jail population is not diverted into alternatives to incarceration.

<b>Construction Low Security At the Airpark Site</b>	<b>Costruction and Project Cost</b>	<b>Staff Number Added</b>	<b>Yearly Salary &amp; Benefits</b>
<b>Beds to be Built</b>			
<b>100</b>	\$5,985,000	33	\$1,233,333
<b>200</b>	\$21,546,000	67	\$2,466,667
<b>300</b>	\$32,319,000	100	\$3,700,000

Table 76, Range of LCF Future Construction and Staff Cost

### Cost for Near Future Construction -Jail Expansion

To accommodate the needs for the next 10 years and to solve existing problems with the building, VRJS recommends the development of a pre-architectural program planning

# Lancaster County

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## RECOMMENDATIONS

effort to construct a new intake/release space – including a vehicle sallyport, 60-bed intake/reception housing unit and a 50-bed special needs housing unit. The following table defines projected construction cost, project cost and number of staff to operate the facility.

<b>Phase Two Facility Expansion Area</b>	<b>Construction Cost (Only)</b>	<b>Total Project Cost</b>	<b>Staff Number Added</b>
Intake Area	\$ 1,440,000	\$ 1,915,200	
Vehicle Sallyport	\$ 312,500	\$ 415,625	
Special Needs	\$ 2,925,000	\$ 3,890,250	6
Reception Housing	\$ 3,510,000	\$ 4,668,300	6

**Table 77, Master Plan Phase Two Construction Cost and Staff Projection**

*Continued on next page.*

### ***LIST OF RECOMMENDATIONS***

#### **Recommended System Changes**

- S-1 Criminal Justice Coordination
- S-2 Implement Population Management Plan
- S-3 Consolidation of City and County Charges
- S-4 Establish Jail Capacity
- S-5 Develop Release Matrix
- S-6 Expand Authority for DOC
- S-7 Provide Criminal History for Judges
- S-8 Warrants Coordination
- S-9 Arrest Policy for Misdemeanor Warrants
- S-10 Expedite PSI Reports
- S-11 Integrate MIS
- S-12 Modify Practice of Sitting Out Fines
- S-13 Expedite In-custody Court Cases
- S-14 Consolidation of Work Release Staff

#### **Recommended Alternatives to Incarceration and Sanctions**

- A-1 Implement Pretrial Services
- A-2 Implement Mental Health and Substance Abuse Treatment
- A-3 Support Cornhusker Place as an Alternative to the Jail
- A-4 Develop and Implement Home Detention
- A-5 Develop Out-of-custody Work Programs
- A-6 Improve Community Service Alternative
- A-7 Implement Day Reporting
- A-8 Contract DWI Treatment Program

#### **Recommendations for Department of Corrections**

##### **Operations**

- D-1 Improve Classification and Housing Assignment at the Jail
- D-2 Implement Field Supervision for Work Release
- D-3 Jail's Staffing Increases
- D-4 Implement Video Visitation and Video Arraignment

##### **Facilities**

- D-6 Expand Workspace for Corrections
- D-7 Construct New Intake Center at the Jail
- D-8 Construct Intake Housing
- D-9 Construct Special Management Housing
- D-10 Jail Expansion Construction

# Lancaster County

## RECOMMENDATIONS

### RECOMMENDATIONS WITH ACTION DEFINITION

#### SYSTEM CHANGES

#### Fully Develop Criminal Justice Coordination Committee

Recommendation:	System Change S-1
OBJECTIVE:	Improve the criminal justice system coordination through monthly meetings of the Criminal Justice Advisory Committee. To involve the CJC in develop of changes to the criminal justice system.
PRIORITY STATUS:	Phase One - Immediately
LEAD AGENCY:	County Commissioners
MAJOR TASKS:	Develop mission statement and goal statements County Commissioners to take initiative in meeting attendance and products Require periodic reports for agency activities Coordinate major changes in any criminal justice agency Selectively review/identify members to be involved in the committee Establish executive committee and working committee groups
COST ESTIMATE:	Minimal cost of staff time for the development of the new committee. Cost identified in recommendations that would be approved by the committee. Little chance for major change without involvement of CJC.
STAFFING:	Staff is allocated to other recommendations and requires support by all agencies with particular activities by Corrections and the Commissioners. May need to retain a facilitator to implement the process.
COST SAVINGS:	Recommendations are not likely without implementation of this item. Savings include the avoidance of building a \$38 million jail.
COMMENTS:	<p>Lancaster County should develop a more structure CJC Committee that meets more frequently to conduct research, evaluation, and planning to establish system wide policy. The committee should continue to use task forces and sub-committees to review specific topics.</p> <p>Many jurisdictions provide support staff to assist in conducting the research and necessary data collection. In some jurisdictions the criminal justice coordinator is a full time position that reports directly to the county commissioners. The Commissioners should use the CJC as a reference for increased funding in any agency. The group should develop measurement tools and assess success in justice matters.</p> <p>Committee is long standing group that has not been effective in coordinating the criminal justice system. The commissioners must take a leadership role in providing the emphasis in meeting attendance and oversight of planning activities.</p> <p>The committee should have the stature and direction to create and manage a justice management strategy.</p> <p>Future budget and funding increases should be tied to the coordination of agency improvements through this committee.</p> <p>The County may chose to implement a data research person to assist the CJC at estimated cost of \$40,000.</p>

### Implement Population Management Plan

Recommendation:	System Change	S-2
OBJECTIVE:	Research, consider and develop an effective criminal justice system population management plan.	
PRIORITY STATUS:	Phase One	
LEAD AGENCY:	Criminal Justice Coordinating Committee	
MAJOR TASKS:	<p>County Commissioners to appoint a person responsible for development, implementation, and monitoring of the plan.</p> <p>Review the Corrections Needs Assessment and Master Plan report.</p> <p>Develop policy for criminal justice agencies with recommendations from agency heads.</p> <p>Consider and develop agreement on new programs to be implemented.</p>	
COST ESTIMATE:	<p>Minimal cost of staff time for the development of the new committee.</p> <p>Cost identified in recommendations that would be approved by the committee.</p>	
STAFFING:	<p>\$72,000 - New Deputy Director for Department of Corrections to manage new programs and services.</p> <p>\$58,500 - Research and Data Specialist to conduct research and planning for the criminal justice system.</p> <p>The County may assign staff to the committee to prepare minutes and conduct independent studies.</p>	
COST SAVINGS:	<p>Recommendations are not likely without implementation of this item.</p> <p>Savings include the avoidance or deference of building a \$38 million jail.</p>	
COMMENTS:	<p>Members of the criminal justice system must support implementation of alternatives to incarceration and involvement in discussions to plan the implementation can ensure success.</p> <p>Monitor and continue to emphasize the use of citations in lieu of arrests.</p> <p>Consider the use of a facilitator to begin the process.</p>	

# Lancaster County

## RECOMMENDATIONS

### Consolidation of City and County Charges

Recommendation:	System Change	S-3
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OBJECTIVE:	To streamline defendants court appearance. To reduce the confusion for police and defendants in scheduled court dates. Reduce the number of failure to appear warrants.	
PRIORITY STATUS:	Phase One - Immediately	
LEAD AGENCY:	Courts and County Attorney	
MAJOR TASKS:	Conduct city and county meetings to identify methods and agreement to set single court dates for defendants. Develop implementation plan.	
COST ESTIMATE:	Minimal staff costs	
STAFFING:	None	
COST SAVINGS:	Potential for reducing the jail population and the number of failure to appear warrants. Expect to set goal of reducing the jail population by 3-4 daily at \$58 per day or \$80,000 per year. Police spend considerable time solving problems created by the confusion of city and county court dates for the same incident. Police staff time is reduced but not eliminated.	

#### COMMENTS:

Criminal justice coordinating committee should review the proposed changes.

Single incidents in the City of Lincoln can require multiple court dates and times for defendants. Police must diligently monitor current calendars to set the appropriate times and dates in multiple courts. Police clerical staff often send letters to defendants to correct the appearance dates. If confusing for police officers, the practice also contributes to the number of failure to appear warrants.

Defendants often appear at one court date in a city or county court but fail to appear at the other court date for the same incident.

This should be a policy change that can be agreed to by city and county officials.

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# Lancaster County

## RECOMMENDATIONS

### Establish Jail Capacity

Recommendation:	System Change	S-4
OBJECTIVE:	To establish a capacity that county and criminal justice officials agree is the maximum number of prisoners to be held at each facility.	
PRIORITY STATUS:	Phase One	
LEAD AGENCY:	County Commissioners, Courts and Director of Corrections	
MAJOR TASKS:	<p>Review and completely understand the facility resources.</p> <p>Discuss implications of State Jail Standards.</p> <p>Prioritize the type of prisoner(s) to be held at the jail.</p> <p>Establish a hard number that defines the maximum number of prisoners to be held in each jail.</p> <p>Consider plan to cope with new arrests after the capacity reached.</p> <p>Develop and implement the matrix release system for screening release mechanism.</p>	
COST ESTIMATE:	<p>None</p> <p>Cost could increase if County houses excess numbers of prisoners in other counties. This would not be an expected outcome of the process.</p>	
STAFFING:	None	
COST SAVINGS:	<p>Avoids \$4 to \$6 million in new jail staff to operate new jail.</p> <p>Could avoid building of new jail and reduced jail costs.</p> <p>Avoids litigation for excessive crowding and conditions of confinement.</p>	
COMMENTS:	<p>Without a capacity limit, jail staff must continue to accept prisoners in excess of the facility capacity.</p> <p>Class action litigation often defines the jail capacity at great expense to the County. The courts should not be expected to perform the task.]</p> <p>Housing inmates at other facilities would cost \$55 per day at today's rate.</p>	

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### Develop Release Matrix to Control the Jail's Population

Recommendation:	System Change	S-5
OBJECTIVE:	To establish a document that ranks each offender at the jail as to seriousness for the option of selecting the offenders that should be released to achieve capacity limitations.	
PRIORITY STATUS:	Phase Two to Phase One	
LEAD AGENCY:	Criminal Justice Coordinating Committee	
MAJOR TASKS:	Research similar plans developed in Bernalillo County (Albuquerque), New Mexico and Multnomah County (Portland), Oregon.  Establish a ranking of serious and minor crimes.  Establish community risk factors for matrix.  Courts to review release plan and approve or modify.	
COST ESTIMATE:	None, staff time only	
STAFFING:	None	
COST SAVINGS:	Eliminates legal action and defense cost for litigation for jail conditions.  Can avoid the construction of additional jail bed capacity.	
COMMENTS:	Agreement on conditions and elements are difficult in systems that lack sufficient coordination and planning skills.  With completed plan, the jail capacity can be maintained at reasonable levels.  To stay within their required population caps, some jurisdictions have followed a plan similar to that developed by Multnomah County, Oregon, using an objective scoring system that takes the lowest scoring inmates and simply releases them into the community. Bernalillo County developed a similar system that could not be implemented politically.	
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### Expand Authority for the Department of Corrections

Recommendation:	System Change	S-6
OBJECTIVE:	To provide the Department of Corrections with options for housing assignment within the available resources.  To distribute comparable authority to the Lancaster County Department of Corrections to function similar to the State's Department of Corrections.	
PRIORITY STATUS:	Medium	
LEAD AGENCY:	Courts and the Criminal Justice Coordinating Committee	
MAJOR TASKS:	Development of acceptable alternatives to incarceration and optional housing assignments.  Commissioners consider the option and make a public statement to support the option, if appropriate.  CJC committee reviews the options and recommends a definition of authority to the courts.  Courts review for approval.  Department of Corrections assigns a liaison person to coordinate the authority.	
COST ESTIMATE:	None	
STAFFING:	None, staff time only	
COST SAVINGS:	Potential to remove 20 – 30 prisoners per day to house arrest at a savings of \$365,000 -\$550,000 per year.	
COMMENTS:	<p>The DOC should have more authority to move some successful participants to less stringent supervision models like home detention or electronic monitoring. Is not intended to have the DOC making autonomous decisions, but to increase the department's ability to manage the jail population through the transfer of offenders into less restrictive programs after success in the more restricted. Many cases can still be referred to the court for decision.</p> <p>Development of criteria is difficult in systems lacking coordination.</p> <p>Difficult to change a long-standing practice of requiring the DOC to appear before the court for every action.</p> <p>Courts can be more willing to have the department involved in decision-making based on successful history.</p> <p>The option should allow Corrections to provide both reward and sanction offenders.</p> <p>The department must develop closer interaction with the courts.</p>	

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### Provide Criminal History Profiles for Judges

Recommendation:	System Change	S-7
OBJECTIVE:	To increase the valid information that judges use to make determination of bond and sentencing. To provide criminal history information at the appropriate times during case processing.	
PRIORITY STATUS:	Medium	
LEAD AGENCY:	County Attorney and Director of Corrections	
MAJOR TASKS:	CJC to review the times and criteria for properly distributing criminal histories. Develop process for timely distribution.	
COST ESTIMATE:	None	
STAFFING:	None	
COST SAVINGS:	Goal to release 1,000 offenders 1-day earlier for annual savings of \$58,000.	
COMMENTS:	Judges have asked for this information; the system should automatically distribute the information in a timely manner.	

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### Improve Warrants Coordination

Recommendation:	System Change	S-8
OBJECTIVE:	To increase the frequency of defendant's appearance for court hearings. To reduce the number of warrants issued for failure to appear and failure to comply.	
PRIORITY STATUS:	Phase One – Immediately	
LEAD AGENCY:	Courts and County Commissioners	
MAJOR TASKS:	Develop master calendaring system that identifies all defendants' court appearance dates. County to identify and assign a warrants coordinator that reports directly to the Commissioners with monthly reports to the courts. Develop integrated database on a platform that is easily accessible by all criminal justice agencies. Develop operational practices to track appearance dates and notification of defendants. Sheriff's Department to assign an investigator to track warrants issued and track the efforts to bring defendants before the court. Install an automated telephone system that repeatedly notifies defendants of court appearance times and dates. Select staff to run program. Consider using private vendors to collect unpaid fines and restitution payments.	
COST ESTIMATE:	Staff time to develop database, One time cost of \$55,000, Yearly cost of \$45,000	
STAFFING:	Database development by Information Services 1 Staff coordinator	
COST SAVINGS:	Potential savings of 2,000 arrests at system cost of \$400,000	
COMMENTS:	<p>40 % of 10,000 admissions/bookings had warrant associated with arrest. Over 50% of warrants are for failure to appear and failure to comply.</p> <p>During the year of 2000 and typically there were over 4,000 warrant arrests admitted to the jail. 88% of warrants were associated with misdemeanor charge. 82% of all arrests were misdemeanor.</p> <p>There is no significant tracking of warrants at this time even though it is known to be a major problem in the Lancaster County / 3<sup>rd</sup> Judicial District system.</p> <p>The system cannot identify a FTA and FTC rate.</p> <p>Court Reminder Program in Bernillo County - The pro tem's assistant spends a portion of their day contacting individuals who are to appear in court the next day. This program is netting a 90% success rate.</p> <p>Prince George County, Maryland reduced a nearly 40% FTA rate to less than 10% with the implementation of a court date notification program.</p>	

### Modify Arrest Policy for Misdemeanor Warrants

Recommendation:	System Change	S-9
OBJECTIVE:	To reduce the labor cost and number of bookings for misdemeanor warrants.	
PRIORITY STATUS:	Phase One	
LEAD AGENCY:	CJC and courts	
MAJOR TASKS:	<p>Consider the development of policy that misdemeanor warrants do not require incarceration.</p> <p>Define the elements that would require incarceration according to local risk tolerance.</p> <p>Issue court order defining the need for incarceration and authorizing the releases of those arrested on misdemeanor warrants.</p>	
COST ESTIMATE:	None	
STAFFING:	None	
COST SAVINGS:	Potential savings of 3,000 arrests at system cost of \$600,000	
COMMENTS:	<p>Bernalillo County, Albuquerque, New Mexico developed a policy to reduce the number of jail booking for misdemeanor warrants.</p> <p>Defendant information is verified that subject maintains a local residence and then officer issues a new court date.</p> <p>For the more serious cases, the defendant can be taken to the police station for print and photo prior to release.</p> <p>Avoid the incarceration at the jail even though new misdemeanor offenses may be associated with contract.</p>	

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### Expedite Presentence Investigation Reports

Recommendation:	System Change	S-10
OBJECTIVE:	To reduce the length of time in-custody offenders wait in jail for completion of PSI reports from a standard of 6 weeks to 3 weeks.	
PRIORITY STATUS:	Medium	
LEAD AGENCY	Probation and County Commissioners	
MAJOR TASKS:	<p>County to meet with local probation officers to identify methods to reduce jail time due to development of PSI.</p> <p>County to meet with State representatives to discuss the options and limitations.</p> <p>The system may determine that alternatives to incarceration can be used to reduce the jail usage during these periods.</p> <p>County may hire staff to complete portions of report or to develop expedited processing to assist the local probation officers.</p> <p>Develop implementation of changes.</p>	
COST ESTIMATE:	\$30,000	
STAFFING:	1- county staff person to assist probation	
COST SAVINGS:	<p>\$122,000</p> <p>Goal to reduce 100 PSI's by 21 days for incarcerated offenders.</p>	
COMMENTS:	<p>The Probation Department staff states that the time required for PSI's is due to the lack of staff resources to complete the products any faster. The backlog can be attribute to the complexity and resources needed. State resources are not likely to be added to the local staff, therefore, the County may choose to add staff to assist in reducing the time and consequently the number of jail days consumed.</p> <p>Participants may find that judges are willing to accept modification of the format and content of some reports. Several judges indicated a willingness to accept abbreviated reports for certain types of defendants.</p> <p>State requirements now dictate the format and content of the reports. County officials may need to meet with State officials to discuss the problem and possible solutions.</p> <p>-</p>	

### Integrate Management Information Systems

Recommendation:	System Change	S-11
OBJECTIVE:	To maximize the exchange of appropriated data between the State Court court's computer and the local justice system computer system. To reduce the redundant entry of data at each criminal justice agency.	
PRIORITY STATUS:	Phase Three	
LEAD AGENCY:	Data Management – Information Services	
MAJOR TASKS:	CJC to discuss the elements of information needed by each system to improve the data exchange. Define scope of study to be conducted and determine if outside vendor is required to complete. Conduct a study to identify the elements of data that can be transmitted to and from each computer system. Develop implementation plan.	
COST ESTIMATE:	\$100,000	
STAFFING:	None except to hire instead of contracting study.	
COST SAVINGS:	\$75,000 - Indirect savings due to less redundant data entry. Avoids hiring additional staff to cope with needed information exchange. Expedited case processing and speed of release for prisoners. Lower liability for holding prisoners ordered released.	
COMMENTS:	Court's information could be entered at the time of hearing or trial and transferred to the jail to increase the jail's information, accuracy of information and speed release of prisoners. Exchange of court data with the prosecutor and defense would expedite case processing. The use of data from the court's computer system by the remainder of the criminal justice system is weak. Court information takes substantial time to move to the jail causing delays in release.	
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### Modify Practice of Sitting Out Fines

Recommendation:	System Change	S-12
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**OBJECTIVE:** To reduce the number of prisoners held due to their inability or reluctance to pay fines or cost.

To achieve an appropriate sanction without the use of jail beds.

**PRIORITY STATUS:** Phase One – Immediate action to reduce jail population

**LEAD AGENCY:** Courts

**MAJOR TASKS:** County to provide alternatives to incarceration with specific reliance on options that gain compliance for fines, costs and restitution.

County to seek court's approval to modify the current practice that impacts the jail population.

With change in authority for DOC, the department could move these prisoners to an alternative or to a work program.

Change policy and monitor future.

**COST ESTIMATE:** None

**STAFFING:** None

**COST SAVINGS:** \$530, 000 per year in reduced jail time and avoided jail construction

Revenues expected \$19,000 in fees added for participation in work program.

#### COMMENTS:

This is an important change to reduce the jail population. It may be difficult to achieve but can have a substantial impact.

Permitting defendants to "sit out their time" when they are unable to pay fines and court costs is an inefficient use of the correctional facility. The practice forces the taxpayers of Lancaster County to pay for the fines and fees. Lancaster County should cease this practice for other alternatives or sanctions.

Under the current system, offenders know that they can avoid paying their fines. Most prisoners have the funds or can obtain the funds but they choose to not pay. Between August of 2000 and November of 2001, the jail collected \$75,973 for fines and fees by seizing offender jail accounts. This practice saved the County 1,787 bed days.

Offenders should be diverted to another sanction. An offender work program is an excellent alternative. As another alternative, there are models for day fine programs that allow defendants to make payments based on economic ability with strict collection practices.

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### Expedite In-custody Court Cases

Recommendation:	System Change	S-13
OBJECTIVE:	To reduce the stay of long-term defendants at the jail.	
PRIORITY STATUS:	Phase Two	
LEAD AGENCY:	Courts	
MAJOR TASKS:	<p>Review status of long-term defendants.</p> <p>Review and Develop case tracking and case management system that monitors processing.</p> <p>Review differentiated case management processes to identify methods to expedite case flow and speed to match standards.</p> <p>Agree on case standards and implement desirable processes.</p>	
COST ESTIMATE:	None	
STAFFING:	\$58,000, 1 staff to coordinate case work	
COST SAVINGS:	\$940,000	
COMMENTS:	<p>Prisoners that stayed more than 90 days at the jail during the last year used 72,800 bed days with an average length of stay (ALOS) of 180 days. 40% of this group of 800 stayed more than 6 months in jail.</p> <p>A reduction of ALOS of 40 days would yield a savings of 16,240 days.</p> <p>The juvenile system successfully added a case expediter to monitor and speed cases. Drawing from this practice the adult system could benefit more.</p>	

# Lancaster County

## RECOMMENDATIONS

### Consolidate Work Release Staff

Recommendation:	System Change	S-14
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OBJECTIVE:	To make the work release program operate more efficiently with more central control.	
PRIORITY STATUS:	Medium	
LEAD AGENCY:	Courts	
MAJOR TASKS:	Agree to have work release coordinators be managed by the Department of Corrections.	
COST ESTIMATE:	None	
STAFFING:	None	
COST SAVINGS:	None known	

#### COMMENTS:

Currently a work release coordinator is assigned to each of the District and County Courts. A work release coordinator is also assigned to the DOC. The DOC is responsible for operation of the work release program.

There is little coordination between the 3 persons. This lack of coordination impairs the success of the work release program. The part-time staff work few hours each day and have little or no contact with the work release population. Field supervision is non-existent. Failure to share of paperwork and conclusions limits the County's ability to operate an effective program. Work duties and responsibilities are not clear for the two part-time staff.

The County must achieve better coordination of the work efforts.

The DOC should have more input to the processing of offenders placed into the program and should be able to coordinate screening criteria and practice.

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### ALTERNATIVES TO INCARCERATION AND SANCTIONS

#### Implement Pretrial Services

Recommendation:	Alternatives/Sanctions Changes	A-1
OBJECTIVE:	<p>To establish an early screening process for new arrest to divert those appropriate for release to other than jail incarceration.</p> <p>To provide the courts and other criminal justice agencies with timely and important information about defendants.</p> <p>To provide 3 levels of supervision for those released during the pretrial phase of their case.</p> <p>To provide opportunities for defendants success while maintaining community and family ties.</p>	
PRIORITY STATUS:	Phase One - Immediately	
LEAD AGENCY:	CJC, County Corrections and County Commissioners	
MAJOR TASKS:	<p>Define program to be used locally.</p> <p>Develop policy and procedures based on example materials from the National Institute of Correction, the Pretrial Resource Center, Prince George County, Maryland and Pima County Arizona.</p> <p>Confirm budget and authorize hiring of new staff.</p> <p>Coordination with county attorney, courts and CJC Committee.</p> <p>Develop a memorandum of understanding to be signed by all affected agencies. The memorandum should clearly delineate the responsibilities of each agency.</p> <p>Implementation of interview methodology, court reporting processes, supervision methods, i.e., house arrest and electronic monitoring.</p>	
COST ESTIMATE:	\$350,000 to \$400,000 per year	
STAFFING:	<p>1 supervisor, 4 interviewers, 1 investigator, 2 field supervisors</p> <p>Should increase in following years according to proven success</p>	
COST SAVINGS:	Goal to save 16,000 jail days at \$930,000 per year and generate \$30,000 in revenue from fees.	
COMMENTS:	<p>.</p> <p>All arrests at the jail should be interviewed and/or reviewed by the pretrial services staff at the earliest point. Summary evaluations should be available for judges during first appearance and staff should be available to respond to the court's concern.</p> <p>Program should have strong interface with all agencies within the criminal justice system. The group must be defined and function as an independent resource for common information to improve the defendants processing.</p> <p>Field supervision of released defendants is critical element of the program. The number of defendants to be supervised must not exceed the defined capacity.</p>	

### Implement Mental Health and Substance Abuse Treatment

Recommendation:	Alternatives/Sanctions Changes	A-2
OBJECTIVE:	To treat a segment of the offender population that is not being impacted by the current system.  To reduce the number of offender population by modifying their ability to reside in the community.	
PRIORITY STATUS:	Phase Two to Phase One	
LEAD AGENCY:	CJC substance abuse sub-committee	
MAJOR TASKS:	Develop contracts with community resources to provide services for an offender population of 20 patients a day.	
COST ESTIMATE:	\$700,000	
STAFFING:	None	
COST SAVINGS:	\$350,000 diversion of offenders from the jail  Long term cost savings by reducing the returning population estimated at \$1,000,000.	
COMMENTS:	<p>This special population contributes heavily to the jail's population resulting in high cost to system resources. The mental health problem in the jail continues to grow with few resources to cope. Jail serves little use in "solving" the problem. No hard data has been collected on this population in the past as the jail just "copes".</p> <p>The substance abuse population is comparably large in the Lancaster system. The needs assessment findings identified that 54% of arrestees in Lancaster County would be eligible for drug treatment. 18% would be potentially classified as substance abusers and 36% chemically dependent.</p> <p>Representatives from each agency try to cope with the difficult cases of dual diagnosis. Dual diagnoses are those people who suffer from mental health issues and substance abuse. These cases present problems that seem insurmountable. The compounding of few resources to cope with each problem becomes exponentially more difficult when combined.</p>	

### Support Cornhusker Place as an Alternative to the Jail

Recommendation:	Alternatives/Sanctions Changes	A-3
OBJECTIVE:	To continue the excellent alternative service and ensure continuing existence.	
PRIORITY STATUS:	Phase One	
LEAD AGENCY:	County Commissioners	
MAJOR TASKS:	Provide all available resources to continue the Cornhusker facility. Review existing resources and support future expansion.	
COST ESTIMATE:	Unknown	
STAFFING:	None	
COST SAVINGS:	Current jail savings estimated at \$70,000 - \$150,000 jail avoidance costs.	
COMMENTS:	<p>Lancaster County is extremely fortunate to have Cornhusker Place in the system. Few counties have similar programs that directly divert arrested offenders from the jail. This is an excellent option for diverting many people that years ago would have gone directly to jail.</p> <p>Cornhusker provides a location for the detox processing of persons found by law enforcement to be under the influence of alcohol, provides protective custody for the detox type of clients and some long term treatment for alcohol treatment. Law enforcement may choose to place belligerent arrestees at the jail instead of the Cornhusker.</p> <p>The County Commissioners should value this resource and continue to endorse the concept and operation.</p> <p>The County should consider additional funding to support Cornhusker and ensure continuation of this valuable resource. The County could strongly support an increase in Region V funding for Cornhusker staffing and facility requirements.</p> <p>Cornhusker is currently working to purchase their building to ensure adequate program delivery and long term activities.</p> <p>-</p>	

### Develop and Implement Home Detention

Recommendation:	Alternatives/Sanctions Changes	A-4
OBJECTIVE:	To provide an alternative sanction for punishing offenders. To establish restrictions that severely limits the freedom of offenders meeting the established criteria. To monitor defendants and sentenced offenders without using jail beds.	
PRIORITY STATUS:	Phase One	
LEAD AGENCY:	Department of Corrections	
MAJOR TASKS:	CJC to consider policy and procedures for implementation of new program. Department of Corrections to establish the program. Contract for electronic monitoring equipment. Hire and train staff. Implement the program.	
COST ESTIMATE:	\$300,000 diversion of offenders from the jail	
STAFFING:	8 staff	
COST SAVINGS:	\$525,000 Revenues of \$25,000	
COMMENTS:	Home detention is a critical component of both the pretrial and sentenced offender population. Without a viable home detention program, the success of Pretrial Services and all alternatives to incarceration will fail. Home detention can be used to sanction a significant portion of the jail and offender population with the use of jail beds. This is an important element in the control plan for the prisoner population.	

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### Develop Out-of-custody Work Programs

Recommendation:	Alternatives/Sanctions Changes	A-5
OBJECTIVE:	To provide a structure work crew for sentenced offenders. To provide the courts with a viable option for sanctioning offenders with the use of jail beds.	
PRIORITY STATUS:	Medium	
LEAD AGENCY:	Department of Corrections	
MAJOR TASKS:	Develop structured program establishing policy recommendations. Develop a budget proposal. Place before the CJC and the County Commissioners for approval. Secure staff and equipment. Implement program.	
COST ESTIMATE:	Start up cost \$30,000, yearly cost for 1 crew \$68,000 and operational equipment.	
STAFFING:	1 work crew supervisor	
COST SAVINGS:	Revenues from fees and contract labor projects \$85,000. Diversion of 20 beds per day for \$425,000 per year.	
COMMENTS:	This is an important element to the structure of graduated sanctions and to relieve jail crowding. County does not currently operate an out-of-custody work program. A work program can be used to divert offenders from serving jail time as a sentence or as a means of working off fines and costs.	



# Lancaster County

## RECOMMENDATIONS

### Improve Community Service Alternative

Recommendation:	Alternatives/Sanctions Changes	A-6
OBJECTIVE:	To provide sentenced offenders with the opportunity to improve the community. To provide the courts with a viable option for sanctioning offenders with the use of jail beds.	
PRIORITY STATUS:	Medium	
LEAD AGENCY:	Department of Corrections and Probation Department	
MAJOR TASKS:	Develop and approve budget for program supervision. Reach agreement on distribution of offenders assigned to program since Probation already operates a similar program. Hire and train staff to supervise program. Implement	
COST ESTIMATE:	\$40,000 annual operating cost and \$10,000 start-up cost.	
STAFFING:	1 coordinator	
COST SAVINGS:	\$80,000 with goal to reduce the use of jail days 1,400 days or 3.8 per day \$7,000 Participants pay fee of \$10 per day 50% recovery rate.	
COMMENTS:	Probation Department Community Service program is operated as an adjunct to other services and receives little emphasis from the courts and the department. The program could benefit from a coordinator who would identify work sites and coordinate the assignment and follow through for offenders.	

### Implement Day Reporting

Recommendation:	Alternatives/Sanctions Changes	A-7
OBJECTIVE:	To provide the courts with a viable option for sanctioning offenders without the use of jail beds.  To provide sentenced offenders with the opportunity to improve their chance for success through training and treatment.	
PRIORITY STATUS:	Phase Three	
LEAD AGENCY:	Department of Corrections	
MAJOR TASKS:	Develop structure for program delivery. Establish policy and procedures. Identify workspace for program. Develop budget and seek county approval. Select and train staff. Contract with vendors and counselors. Implement program.	
COST ESTIMATE:	\$50,000 start-up cost, \$140,000 annually	
STAFFING:	2 County staff and contract labor	
COST SAVINGS:	\$320,000 minimum to \$600,000 high (15-30 prisoners per day)  Revenues from fees low at \$26,000	
COMMENTS:	Other recommendations would have more immediate impact for reduction of the jail population. Defer this option to a later date to determine the success of other activities.	

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### Contract DWI Treatment Program

Recommendation:	Alternatives/Sanctions Changes	A-8
OBJECTIVE:	To treat DWI offenders to reduce recidivism.	
PRIORITY STATUS:	Phase Three	
LEAD AGENCY:	Department of Corrections	
MAJOR TASKS:	Seek support or CJC in establishing policy issues.	
	Develop program definition and obtain budget approval.	
	Issue request for proposal to select vendor delivery.	
	Develop implementation plan and activate.	
COST ESTIMATE:	\$600,000 annually	
STAFFING:	None	
COST SAVINGS:	\$600,000 in future jail cost	
	Revenues fees at \$80,000 per year.	
COMMENTS:	The County could choose to operate the DWI treatment facility with county staff at an available location but the success of community resources would suggest that contracting the service is the most logical choice.	

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### DEPARTMENT OF CORRECTIONS

#### Improve Classification and Housing Assignment at the Jail

Recommendation:	DOC Changes	D-1
OBJECTIVE:	To improve risk management of housing assignments. To improve safety of the jail. To reduce liability resulting from inmate assaults and suicide.	
PRIORITY STATUS:	Phase One	
LEAD AGENCY:	Department of Corrections	
MAJOR TASKS:	Develop budget request for staff. Recruit, select and train appointed staff. Revalidate classification process with NIC.	
COST ESTIMATE:	\$227,000	
STAFFING:	4 classification specialist and 2 sergeant supervisors	
COST SAVINGS:	Indirect future cost savings from reduced liability.	
COMMENTS:	<p>Each day, staff makes numerous decisions that place prisoners in contact with each other and with staff. The County assumes responsibility for safety of inmates and staff resulting from those decisions.</p> <p>Sergeants now conduct the initial classification and housing decisions with Programs staff conducting reviews and re-evaluations. The department cannot claim that adequate time is being allocated the detail needed for complete processing included adequate interviews and background investigation.</p> <p>The department developed a classification model based on the National Institute of Corrections "Objective Jail Classification" system but has been unable to fully implement a reliable process due to staffing shortages.</p> <p>With implementation of Pretrial Services staffs could share information for a stronger process.</p>	
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# Lancaster County

## RECOMMENDATIONS

### Implement Field Supervision for Work Release

Recommendation:	DOC Changes	D-2
OBJECTIVE:	To provide supervision for prisoners released from the jail during the day to attend scheduled work or education activities.	
PRIORITY STATUS:	Phase Two	
LEAD AGENCY:	Department of Corrections	
MAJOR TASKS:	Develop policy and procedure for new position. Submit budget request and Commissioners to approve. Recruit, select, train and start position. Develop reporting structure. Monitor activities.	
COST ESTIMATE:	\$65,000	
STAFFING:	1 officer	
COST SAVINGS:	Reduce liability and improved collect of fees	
COMMENTS:	<p>The field supervision of work release offenders is virtually non-existent currently. Only when suspicions arise does staff conduct field investigations by pulling personnel from other duties. Field supervision should be a daily activity to monitor the activities of offenders temporarily released from the jail.</p> <p>Without field services, the department cannot develop dependability for the stability of the program.</p>	

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### Jail's Staffing Increases

Recommendation:	DOC Changes	D-3
OBJECTIVE:	To provide a safe jail environment. To conduct the business of Corrections and associated responsibilities.	
PRIORITY STATUS:	Phase Two due to budget years.	
LEAD AGENCY:	Department of Corrections	
MAJOR TASKS:	Develop budget request and submit to County Commissioners Following approval, the department would recruit, select and train staff.	
COST ESTIMATE:	\$1,052,350 annual budget	
STAFFING:	29 staff (See page 95 for recommended list)	
COST SAVINGS:	Reduced liability for existing operations.	
COMMENTS:	This brings the current operation to the appropriate level of staffing for the inmate population now incarcerated. Expect to phase in staff increases over two-year period.	

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### Implement Video Visitation and Video Arraignment

Recommendation:	DOC Changes	D-4
OBJECTIVE:	To reduce staffing requirement for conducting visit at the jail. To increase the number of hours that visiting is offered. To reduce the staffing cost for moving prisoners to first appearance and some hearings. To improve public safety by reducing the exposure of prisoners at the court.	
PRIORITY STATUS:	Phase Three	
LEAD AGENCY:	Department of Corrections	
MAJOR TASKS:	Develop policy and practice to be used. Seek CJC approval of policy to use electronic services. Submit budget request to fund programs. Issue request for proposal to install equipment. Select vendor and install equipment. Implement services.	
COST ESTIMATE:	\$125,000	
STAFFING:	None	
COST SAVINGS:	\$150,000	
COMMENTS:	Cost saving include reduce transportation costs, elimination of new position for visitation and expedited release of offenders. The Courts, the County Attorney's Office and the City Attorney's Office would benefit from improved operations due from reduced movement. Each office would realize improved efficiency through the use of video technology. With the improved technology, defense attorneys and the Public Defender's staff could interview incarcerated defendants without the time consuming effort of visiting the jail.	

### *CORRECTIONAL FACILITIES*

#### **Expand Workspace for Corrections**

<b>Recommendation:</b>	<b>DOC Changes</b>	<b>D-5</b>
OBJECTIVE:	To provide workspace for correctional services and new programs. To move Probation out of the jail spaces.	
PRIORITY STATUS:	Phase One – High Priority	
LEAD AGENCY:	County Commissioners	
MAJOR TASKS:	Develop new location for Probation Department. Move Probation Develop expansion plan for Corrections. Develop budgets for equipment and services. Open new space and move staff.	
COST ESTIMATE:	Not defined due to unknowns.	
STAFFING:	None	
COST SAVINGS:	Not defined but clearly savings originate from not splitting corrections staff to more than the two current sites.	
COMMENTS:	<p>The department needs the expanded workspace without regard to the additional programs. The new programs add the overwhelming necessity to move the Probation department to other spaces for expansion of correctional programs.</p> <p>The County must avoid placement of new and existing Corrections staff at multiple locations.</p> <p>Probation is now located in two locations and should be consolidated. Improved probation contacts should result from the consolidation.</p> <p>Moving probation offenders from the jail will improve traffic congestion at the jail lobby.</p>	



# Lancaster County

## RECOMMENDATIONS

### Construct New Intake Center at the Jail

Recommendation:	DOC Changes	D-6
OBJECTIVE:	To provide adequate space for the intake and release of prisoners.	
PRIORITY STATUS:	Phase Two	
LEAD AGENCY:	Department of Corrections and County Commissioners.	
MAJOR TASKS:	Initiate a detailed study (pre-architectural program) for the design and concepts for a new intake center that solves current problems.	
6/1/02 – 11/1/02	Develop budget for implementation.	
11/1/02 – 1/1/03	Issue request for proposal for architect.	
2/1/03	Conduct schematic design, design development and contract documents phase.	
4/1/03 – 11/1/03	Issue bid documents.	
12/1/03	Select construction firm.	
1/1/04	Construction Phase	
1/1/04 – 12/1/04		
COST ESTIMATE:	\$1,900,000 Construction Project Cost	
STAFFING:	None assuming other recommendation implemented	
COST SAVINGS:	None	
COMMENTS:	VRJS recommends that a new intake and release space be created on the Southwest corner of the building. The County should immediately initiate a pre-architectural programming study to define the exact required design changes.	

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# Lancaster County

## RECOMMENDATIONS

### Construct Intake Housing

Recommendation:	DOC Changes	D-7
OBJECTIVE:	To provide adequate space for the housing of new prisoners to be classified and in need of a higher level of supervision.	
PRIORITY STATUS:	Phase Two	
LEAD AGENCY:	Department of Corrections and County Commissioners.	
MAJOR TASKS:	Initiate a detailed study (pre-architectural program) for the design and concepts for a new intake center that solves current problems.	
6/1/02 – 11/1/02	Develop budget for implementation.	
11/1/02 – 1/1/03	Issue request for proposal for architect.	
2/1/03	Conduct schematic design, design development and contract documents phase.	
4/1/03 – 11/1/03	Issue bid documents.	
12/1/03	Select construction firm.	
1/1/04	Construction Phase	
1/1/04 – 12/1/04		
COST ESTIMATE:	\$4,668,300 Construction Project cost \$203,000 Annual Salary and Benefits	
STAFFING:	6 Officers	
COST SAVINGS:	None	
COMMENTS:	This recommendation provides 60 additional beds that are expected to be added next to the new intake/booking area to house inmates for the first 48 hours of incarceration.  The space should include a space for the video arraignment and video visitation.	

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### Construct Special Management Housing

Recommendation:	DOC Changes	D-8
OBJECTIVE:	To provide adequate space for the special management prisoners.	
PRIORITY STATUS:	Phase Two	
LEAD AGENCY:	Department of Corrections and County Commissioners.	
MAJOR TASKS:	Initiate a detailed study (pre-architectural program) for the design and concepts for a new intake center that solves current problems.	
6/1/02 – 11/1/02	Develop budget for implementation.	
11/1/02 – 1/1/03	Issue request for proposal for architect.	
2/1/03	Conduct schematic design, design development and contract documents phase.	
4/1/03 – 11/1/03	Issue bid documents.	
12/1/03	Select construction firm.	
1/1/04	Construction Phase	
1/1/04 – 12/1/04		
COST ESTIMATE:	\$3,890,250 Construction Project cost	
	\$203,000 Annual Salary and Benefits	
STAFFING:	6 Officers	
COST SAVINGS:	None	
COMMENTS:	This recommendation provides 50 additional beds that are expected to be adjacent to the new intake/booking area to house special needs inmates (offenders with mental health and substance abuse) during incarceration.	
	The space should include a space for the video visitation.	

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# Lancaster County

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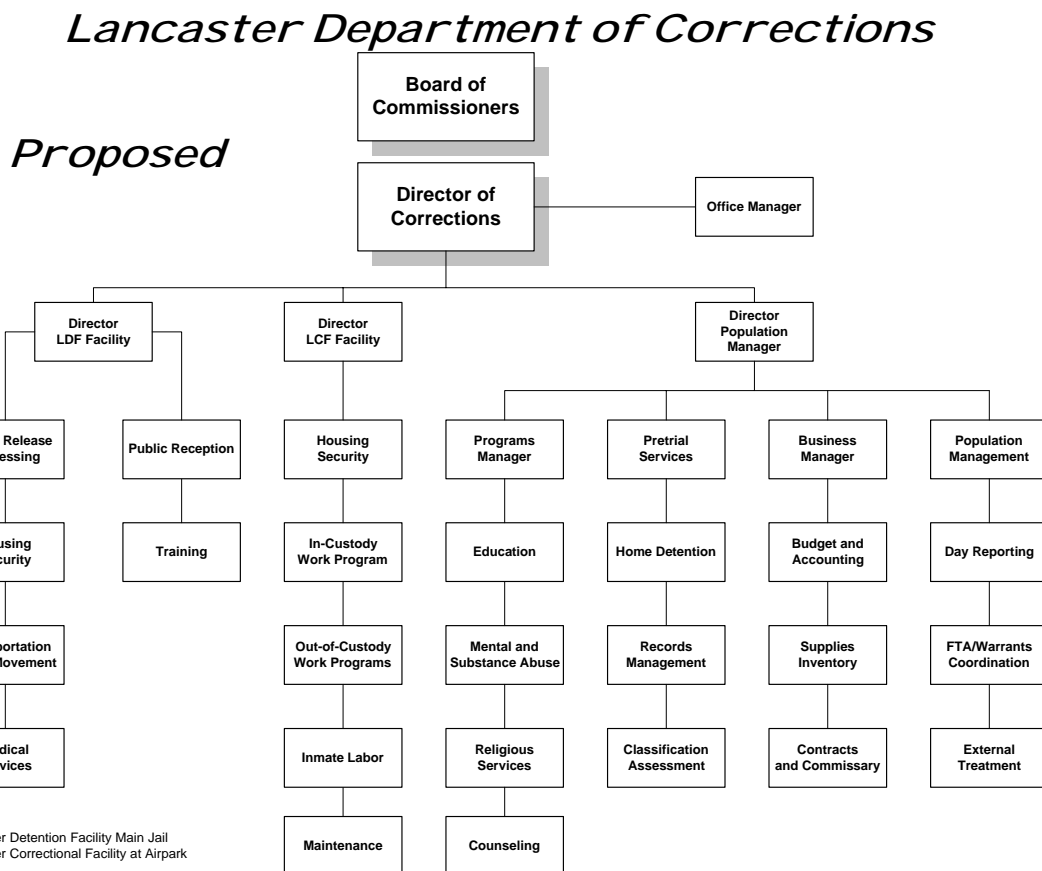
## RECOMMENDATIONS

### Jail Expansion Construction

Recommendation:	DOC Changes	D-9
OBJECTIVE:	To provide long-term prisoner housing capacity for criminal justice system.	
PRIORITY STATUS:	Phase Four	
LEAD AGENCY:	Department of Corrections and County Commissioners	
MAJOR TASKS:	<p>Review success of alternatives to incarceration in Spring of 2004.</p> <p>If recommendations D-6, D-7 and D-8 are implemented the County could postpone the review to the year 2007.</p> <p>Expected need to develop revised inmate population projections.</p> <p>Develop pre-architectural program that decides what to build, size of new construction and location of additional space.</p>	
COST ESTIMATE:	\$125,000 Review study	
STAFFING:	None	
COST SAVINGS:	Unknown	
COMMENTS:	<p>The County must consider that additional jail beds may be necessary and constantly monitor the progress of the planning to implement the recommendations provided in the document.</p> <p>-</p>	

### PROPOSED ORGANIZATIONAL STRUCTURE

The following organizational table represents the proposed structure of the Department of Corrections when the master plan recommendations are implemented. The department would take on many responsibilities that are not now in place. The organization would be enhanced by creation of a deputy director to run some of the existing programs and the all of the new programs. The new deputy director would assume the programs management, education services, mental and substance abuse treatment coordination, pretrial services, classification, budget/accounting, contracts, commissary, home detention, day reporting, warrants coordination and inmate work programs. This deputy director will need support staff to manage these many responsibilities and additional workspace.



# Lancaster County

## RECOMMENDATIONS

### SUMMARY OF RECOMMENDATIONS - STAFFING INCREASES

A preliminary summary of positions recommended for changes in system, alternatives to incarceration and Department of Corrections are shown in the following table.

Positions Defined in the Recommendation Section				
New Positions Recommended	#	Salary	w/Benefits	Total
<i>Deputy Director Alternative Programs</i>	1	\$55,000	\$71,500	\$71,500
<i>Research and Data Specialist</i>	1	\$45,000	\$58,500	\$58,500
<i>Clerk for billing and applications</i>	1	\$28,000	\$36,400	\$36,400
<i>Warrants Coordinator</i>	1	\$55,000	\$71,500	\$71,500
<i>Expedite Presentence Investigations Coordinator</i>	1	\$45,000	\$58,500	\$58,500
<i>Expedite Case Processing Coordinator</i>	1	\$45,000	\$58,500	\$58,500
<i>Pretrial Services Supervisor</i>	1	\$32,900	\$42,770	\$42,770
<i>Pretrial Services Officers</i>	7	\$27,100	\$35,230	\$246,610
<i>Home Detention Supervisor</i>	1	\$32,900	\$42,770	\$42,770
<i>Home Detention Officers</i>	7	\$27,100	\$35,230	\$246,610
<i>Out of Custody Work Officer</i>	1	\$27,100	\$35,230	\$35,230
<i>Work Release Field Supervision</i>	1	\$27,100	\$35,230	\$35,230
<i>Housing Supervision for New Special Management</i>	6	\$27,100	\$35,230	\$211,380
<i>Housing Supervision for New Intake Reception</i>	6	\$27,100	\$35,230	\$211,380
<i>Day Reporting Coordinator</i>	1	\$32,900	\$42,770	\$42,770
<i>Day Reporting Counselor</i>	1	\$29,700	\$38,610	\$38,610
			<b>Total</b>	<b>\$1,508,260</b>
	38		<b>Total</b>	<b>\$2,440,620</b>

This table summarizes 38 recommended positions except the previous recommendations include the additional classification positions for a total of 42 new positions. The classification position are shown and summarized in the recommended 26 positions for the Department of Corrections displayed on page 95.

The **Deputy Director** will take responsibility to develop and coordinate the new programs recommended by this study and will serve on the CJC.

**Research and Data Specialist** to collect and analyze jail and criminal justice system data. The individual would serve as resource person for the CJC and conducts continuing research on the criminal justice system.

**Billing Clerk** will serve the new programs and will provide improved fee collection and billing.

**Warrants Coordinator** will monitor all newly issued warrants and track success in apprehension and establish a new system for notifying defendants of scheduled court appearance dates. A telephone dialer system will be installed that requires a data linkage to the court's computer system.

# *Lancaster County*

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## **RECOMMENDATIONS**

**Presentence Investigation Coordinator** will assist the Probation Department in reducing the time for in-custody Presentence investigation reports. The reduction of processing time will help reduce the number of jail beds consumed by persons who have been found guilty but not sentenced.

**Case Processing Coordinator** will monitor case progress of in-custody defendants to ensure timely reporting and disposition of these critical cases. The position must work closely with the courts to define monitoring parameters.

**Pretrial Services** staff should be hired to manage the new system. Pretrial services staff must interview new arrests, monitor field supervision of defendants assigned to the program and investigate and report on defendant's violations.

**Home Detention** staff should be hired to implement and manage the new detention option. Home Detention staff must accept applications, interview applicants, conduct background inquiries, install electronic monitoring equipment at the offender's residence, monitor field supervision of offenders assigned to the program and investigate and report on defendants violations.

**Out-of-Custody Work Coordinator** will establish a new work program for offenders who are not in custody. The position will identify work to be accomplished, negotiate contracts and supervise field activities. Support staff from the jail will need to assist in many tasks and as the program grows, a second or third work crew maybe required.

**Work Release Field Supervision** is needed to begin supervising work release offenders in the field during those hours the offenders is released from the jail.

**Day Reporting Coordinator** will supervise the establishment and implementation of a Day Reporting Program and negotiate contracts to support the activities at the center.

**Day Reporting Counselor** will coordinate programs and services at the center and will interface with contract vendors to deliver services.

# Lancaster County

## SUMMARY OF RECOMMENDATIONS

### SUMMARY OF RECOMMENDATIONS

The following summarizes the recommendations with establishment of planned schedule for the start and finish of each recommendation. Users should refer to the major tasks included in the recommendation sheets.

<i>System change</i>	Priority Phase	Start-up Cost	New Yearly Cost	Savings	Revenues	New Staff	Target Start	Projected Completion
S-1 Criminal Justice Coordination	One					2	1/1/02	2/1/02
S-2 Implement Population Management Plan	One		130500	\$38,000,000			2/1/02	8/1/01
S-3 Consolidation of City and County Charges	One			\$80,000			2/1/02	6/1/02
S-4 Establish Jail Capacity	One			\$4,000,000			2/1/02	5/1/02
S-5 Develop Release Matrix	Two						5/1/02	9/1/02
S-6 Expand Authority for DOC	Two			\$550,000			6/1/02	11/1/02
S-7 Provide Criminal History for Judges	Two			\$58,000			8/1/02	9/1/02
S-8 Warrants Coordination	One	\$55,000	\$45,000	\$400,000		1	6/1/02	8/1/02
S-9 Arrest Policy for Misdemeanor Warrants	One			\$600,000			2/1/02	5/1/02
S-10 Expedite PSI Reports	Two		35000	\$122,000		1	9/1/02	11/1/02
S-11 Integrate MIS	Three	100000		\$75,000			1/1/03	10/1/03
S-12 Modify Practice of Sitting Out Fines	One			\$530,000	\$19,000		2/1/02	3/1/02
S-13 Expedite In-custody Court Cases	Two		\$58,000	\$940,000		1	6/1/02	1/1/03
S-14 Consolidation of Work Release Staff	Two						4/1/02	10/1/02
<b>Alternatives to Incarceration and Sanctions</b>								
A-1 Implement Pretrial Services	One	\$30,000	\$350,000	\$930,000	\$30,000	8	6/1/02	11/1/02
A-2 Implement Mental Health & Substance Abuse	Two		\$350,000	\$175,000			6/1/02	9/1/02
A-3 Support Cornhusker Place Detox	Two			\$70,000			2/1/02	1/1/03
A-4 Develop Home Detention	One		\$300,000	\$525,000	\$25,000	8	4/1/02	9/1/02
A-5 Develop Out-of-custody Work Programs	Two	\$30,000	\$68,000	\$425,000	\$85,000	1	8/1/02	10/1/02
A-6 Improve Community Service Alternative	Two	\$10,000	\$40,000	\$80,000		1	8/1/02	10/1/02
A-7 Implement Day Reporting	Three	\$50,000	\$140,000	\$500,000	\$26,000	2	6/1/03	10/1/03
A-8 Contract DWI Treatment Program	Two		\$600,000	\$600,000	\$30,000		TBD	
A-9								
<b>Department of Corrections</b>								
<b>Operations</b>								
D-1 Improve Classification & Housing Assignment	One		\$227,000	Indirect		6	6/1/02	1/1/03
D-2 Implement Field Supervision for Work Release	Two		\$65,000	Indirect			10/1/02	3/1/03
D-3 Staffing Increases at Jail	Two		\$1,052,350				10/1/02	2/2/03
D-4 Implement Video Visitation	Three	\$95,000		\$45,000			1/1/03	6/1/03
D-4 Implement Video Arraignment	Three	\$30,000		\$105,000			1/1/03	6/1/03
<b>Facilities</b>								
D-6 Expand Workspace for Corrections	One						1/1/02	4/1/02
D-7 Construct New Intake	Two	\$1,900,000					6/1/02	12/1/04
D-8 Construct Intake Housing	Two	\$4,668,000	\$202,800			6	6/1/02	12/1/04
D-9 Construct Special Management Housing	Two	\$3,890,000	\$202,800			6	6/1/02	12/1/04
D-10 Jail Expansion Construction	Four	Unknown					1/1/05	6/1/07
<b>Total</b>		\$10,858,000	\$3,866,450	\$48,810,000	\$215,000	43		

Savings and cost cannot be totaled summarily because the numbers are set as goal statements that the County should strive to achieve and various combinations of alternatives will yield unique results.



# Lancaster County

## SUMMARY OF RECOMMENDATIONS

The following table indicates the recommended start and finish dates for the change activities. The County will need to assign tasks and activities and then monitor progress to ensure timely completion.

Phase three and four may be delayed if previous activities achieve the desired results.

Target Start	Completion	Recommendation Activity	Priority	New Staff
1/1/02	2/1/02	S-1 Criminal Justice Coordination	Phase One	2
1/1/02	4/1/02	D-6 Expand Workspace for Corrections	Phase One	
2/1/02	8/1/01	S-2 Implement Population Management Plan	Phase One	
2/1/02	6/1/02	S-3 Consolidation of City and County Charges	Phase One	
2/1/02	5/1/02	S-4 Establish Jail Capacity	Phase One	
2/1/02	5/1/02	S-9 Arrest Policy for Misdemeanor Warrants	Phase One	
2/1/02	3/1/02	S-12 Modify Practice of Sitting Out Fines	Phase One	
2/1/02	1/1/03	A-4 Support Cornhusker	Phase One	
4/1/02	9/1/02	A-5 Home Detention	Phase One	8
5/1/02	1/1/03	D-1 Improve Classification	Phase One	6
6/1/02	8/1/02	S-8 Warrants Coordination	Phase One	1
6/1/02	11/1/02	A-1 Implement Pretrial Services	Phase One	8
6/1/02	12/1/04	D-7 Construct New Intake	Phase Two	
6/1/02	12/1/04	D-8 Construct Intake Housing	Phase Two	6
6/1/02	12/1/04	D-9 Construct Special Management Housing	Phase Two	6
8/1/02	9/1/02	S-7 Provide Criminal History for Judges	Phase Two	
8/1/02	10/1/02	A-6 Out-of-custody Work Programs	Phase Two	1
8/1/02	10/1/02	A-7 Community Service	Phase Two	1
9/1/02	11/1/02	A-3 Expand Substance Abuse Treatment	Phase Two	
9/1/02	10/1/02	S-14 Consolidation of Work Release Staff	Phase Two	
9/1/02	1/1/03	A-2 Expand Mental Health Treatment	Phase Two	
9/1/02	11/1/02	S-10 Expedite PSI Reports	Phase Two	1
10/1/02	9/1/03	S-5 Develop Release Matrix	Phase Two	
10/1/02	3/1/03	D-2 Field Supervision for Work Release	Phase Two	
10/1/02	2/2/03	D-3 Staffing Increases at Jail	Phase Two	
1/1/03	3/1/03	S-13 Expedite In-custody Court Cases	Phase Two	1
1/1/03	6/1/03	S-6 Expand Authority for DOC	Phase Two	
1/1/03	10/1/03	S-11 Integrate MIS	Phase Three	
1/1/03	6/1/03	D-4 Implement Video Visitation	Phase Three	
1/1/03	6/1/03	D-4 Implement Video Arraignment	Phase Three	
6/1/03	10/1/03	A-8 Implement Day Reporting	Phase Three	2
1/1/05	6/1/07	D-10 Jail Expansion Construction	Phase Four	
TBD		A-9 Contract DWI Treatment Program	Phase Four	
<b>Total</b>				<b>43</b>